DOCUMENT RESUME

ED 339 813 CE 053 220

TITLE	Challenges for Continuing Higher Education Leadership. Global Interdependence: Issues and Opportunities.
INSTITUTION	National Univ. Continuing Education Association, Washington, DC.
SPONS AGENCY	Kellogg Foundation, Battle Creek, Mich.
PUB DATE	89
NOTE	90p.; For a related document, see ED 296 613.
AVAILABLE FROM	National University Continuing Education Association, One Dupont Circle, Suite 615, Washington, DC 20036 ($9.00; 6 or more: $7.00 each).
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Citizenship Education; *Continuing Education; Cultural Pluralism; Economic Change; *Futures (of Society); Global Approach; Higher Education; Hispanic Americans; Immigrants; *International Cooperation; *International Education; *International Educational Exchange; Professional Associations; Second Language Learning; Technology
IDENTIFIERS	National University Continuing Education Assn

ABSTRACT

This fourth report in the National University Continuing Education Association (NUCEA) Challenges for Continuing Higher Education Leadership series draws attention to the wider and more complex set of issues surrounding the "internationalization" of U.S. society and its educational componets. The report consists of papers prsented at a NUCEA-sponsored forum, including: "International Understanding and Economic Development: New Challenges for Continuing Higher Education Leadership" (Schuh); "Response: Continuing Education Research and Development" (Miller); "On Teaching Language and Culture in America" (Lombardi); "Response: The Federal Role--Pure versus Applied Learning" (Gunderson); "Immigration and Hispanic Educational Opportunity: Challenges for the 1990s" (Tienda); "Response: Strategies for Continuing Higher Education--Improving Educational Opportunities for Minorities" (Kohl); "Fostering Knowledge Exchange in an Interdependent World" (Walshok); "The Continuing Educator as Broker" (Burnett); "Citizen Education for an Interdependent World" (Baumann); "The Public and Public Policy" (Yanofsky); "The Canadian/U.S. Free Trade Agreement: Implications for Continuing Education" (Orris); and "National Associations" (Pankowski). The report is supplemented by descriptions of nine model programs (ongoing initiatives sponsored by continuing higher education departments around the country that address international education needs in particularly interesting and effective ways). Readers are urged to consider whether these or similar programmatic responses would work in the own campus environments. (NLL)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED339813

CHALLENGES

For Continuing Higher Education Leadership

GLOBAL INTERDEPENDENCE: ISSUES AND OPPORTUNITIES

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

✓ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

P Johnson

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

BEST COPY AVAILABLE

CE053320

nucea

CHALLENGES

For Continuing Higher Education Leadership

GLOBAL INTERDEPENDENCE:
ISSUES AND OPPORTUNITIES

A Note of Appreciation

The NUCEA CHEL Project acknowledges the contributions of the following Association members: Richard Burke, chair, NUCEA Region IV Executive Committee; Marcia Escott, chair-elect, NUCEA Region IV Executive Committee; and John Schmidt, alternate regional representative, NUCEA Region IV Executive Committee, for their assistance in planning and hosting the fourth CHEL University Forum, "Global Interdependence: International Understanding and Economic Development." The Forum was held in conjunction with the NUCEA Region IV annual meeting in October 1988.

The Project also recognizes those individuals who contributed to the Forum and to the production of this publication. CHEL Project Director David Johnson organized the Forum and served as executive editor of this publication. CHEL Commission members Alan Knox, Paul Miller, Sue Spencer, Harvey Stedman, and Allan Ostar participated as discussion leaders in Forum sessions. Kate Lowman served as Forum rapporteur. Wendy Sibelman, NUCEA director of publications and marketing, was manuscript editor. CHEL Project Associate Carol Gasparach coordinated Forum logistics, served as production manager for *Challenges*, and wrote the "Model Programs" section contained in this document.

© March 1989. National University Continuing Education Association. No part of this issue may be reproduced in any form without permission in writing from the publishers.

Table of Contents

Introduction—Global Interdependence: Issues and Opportunities 1

International Understanding and Economic Development: New Challenges for Continuing Higher Education Leadership 2
G. Edward Schuh
University of Minnesota

Response: Continuing Education Research & Development 6
Paul A. Miller
Rochester Institute of Technology

On Teaching Language and Culture in America 8
John Lombardi
The Johns Hopkins University

Response: The Federal Role—Pure Versus Applied Learning 14
Steve Gunderson
U.S. House of Representatives

Immigration and Hispanic Educational Opportunity: Challenges for the 1990s 16
Marta Tienda
University of Chicago

Response: Strategies for Continuing Higher Education—Improving Educational Opportunities for Minorities 21
Kay J. Kohl
National University Continuing Education Association

Continuing Higher Education's Response 24

The Exchange of Knowledge 25

Fostering Knowledge Exchange in an Interdependent World 25
Mary Lindenstein Walshok
University of California, San Diego

The Continuing Educator as Broker 27
David Burnett
University of Pennsylvania

Citizen Education 29

Citizen Education for an Interdependent World 29
Carol Edler Baumann
University of Wisconsin-Milwaukee

The Public and Public Policy 29
Nancy Yanofsky
Foreign Policy Association

The Role of Associations 32

The Canadian/U.S. Free Trade Agreement: Implications for Continuing Education 32
Milton Orris
Ryerson Polytechnical Institute

National Associations 34
Mary L. Pankowski
Florida State University

Model Programs 35

Introduction
Global Interdependence: Issues and Opportunities

This is the fourth report in the NUCEA *Challenges for Continuing Higher Education Leadership* series. Like the previous three (on corporate—campus collaboration, the transformation of rural America, and economic development in a multicultural society), this report summarizes the proceedings of the recent annual University Forum sponsored by NUCEA's Continuing Higher Education Leadership Project. The Fora have given NUCEA an opportunity to focus attention on specific issues which have broad implications for continuing higher education, and to suggest programmatic responses.

While previous reports centered on matters intrinsic to the United States, "Global Interdependence: Issues and Opportunities" draws attention to the wider and more complex set of issues surrounding the "internationalization" of American society and its educational components.

G. Edward Schuh's keynote address, and Paul Miller's response, set the proper context for the discussion: global economic and political interdependence are not trends to watch for in the 1990s. They are here, today. As a consequence, the American government and corporations can no longer act unilaterally with the power they once commanded. Effective decision-making now requires an emphasis on what may be called "the four Cs": consultation, cooperation, collaboration, and compromise among nations and economic entities more accustomed to the single "C", competition.

Other Forum speakers explored the contributions which continuing higher education programs can offer in this new international context. The issues are many, ranging from language education to the exchange of knowledge and technology, and from citizen education to the development of collaborative international programs. Perhaps most important, however, is the cultural integration of foreign-born members of our own society, the subject of Marta Tienda's address and Kay Kohl's response. Surely our efforts in this regard will say much about the United States' willingness and ability to become a truly international society.

As is our custom, this report on the 1988 University Forum is supplemented by descriptions of several model programs, ongoing initiatives sponsored by continuing higher education departments around the country which address international education needs in particularly interesting and effective ways. Readers are urged to consider whether these or similar programmatic responses would work in their own campus environments.

The Continuing Higher Education Leadership Project is sponsored by the National University Continuing Education Association with generous support from the W.K. Kellogg Foundation. The yearly University Forum is one of several ways in which the Project pursues its overall goal of encouraging leadership by and on behalf of continuing higher education. For additional information about the Project and its publications, write: NUCEA CHEL Project, Suite 615, One Dupont Circle, Washington, D.C. 20036; 202/659-3130.

David M. Johnson
Director
Continuing Higher Education
Leadership Project

International Understanding and Economic Development: New Challenges for Continuing Higher Education

G. Edward Schuh
Dean, Hubert H. Humphrey Institute of Public Affairs
University of Minnesota

It is difficult to overstate how much the economic and political environment in which we as a nation exist has changed in the last 25 years. Economic interdependence has grown at a rapid rate. American dependence on trade doubled from 1970 to 1979. Shifting the base to 1965 shows that our dependence on international trade *tripled* in only a 14-year period. By 1980, American reliance on trade was equal to that of Japan and to Western Europe as a whole.

Of equal if not greater importance is our linkage to other countries by means of a large and well integrated international capital market. When this market was at its peak in 1984, total international flows of capital were on the order of $42 trillion, dwarfing international trade flows of $2 trillion in that same year. We tend to view the capital market as a threat and a potential danger, and in a sense it is, especially with our inadequate institutional arrangements for managing it. For example, the international debt crisis—a consequence of misguided attempts to recycle the petrodollars of the 1970s—is now a constraint to global economic expansion. We have also seen how the international capital market can transmit a collapse in U.S. equity markets around the world in a frightening spiral.

There is a positive side to this international capital market, however, and we need to remind ourselves of it from time to time. The capital market allows countries with effective economic policies to mobilize savings from the global economy in order to promote their own economic growth. Similarly, countries with poor economic policies can use the international capital market to bail themselves out, at least for a time. In this latter regard, the United States has provided an object lesson as it has shifted from being the world's largest creditor nation to being by far its largest debtor—roughly $400 billion and growing rapidly. Most of this capital inflow has gone to finance the federal deficit. We would be experiencing a real trauma in our domestic capital markets were it not for that supply of foreign savings.

Economic interdependence is not the only new factor. The political realities on the international scene have also changed dramatically. Except for periodic excursions, the centrally planned economies were isolated and introverted for most of the post-World War II period. Many of those nations have now turned outward and become more flexible in their foreign policy—seeking to become effective participants in the global society. China took the first giant step, and now the Soviet Union is following its lead. With liberalization in the Soviet Union, there are significant political initiatives in its satellites as each seeks to maneuver on the international scene and to gain some degree of freedom to manage its own economic policies.

G. Edward Schuh

An important corollary issue is that the political reforms in these countries tend to be associated with economic reforms. In fact, it is the need for economic reform that is driving politics. These developments change dramatically the character of American foreign policy which has been dominated by military security interests. Today, we increasingly must consider economic issues and alliances on the international scene, and economic vested interests on a much broader scale.

The changes we are witnessing are not transitory. Rather, they are rooted in continuing technological breakthroughs in the transportation, communication, and computer sectors. These developments have dramatically reduced the costs of transportation and communication services, and at the same time have increased the scope of those sectors, turning the planet into a global village. Moreover, barring a catastrophe—man-made or natural—they will not be undone.

Some Key Issues

These changes confront this nation with some serious issues, including: (1) the growing bifurcation of economic policy; (2) the need to reform our international institutional arrangements; (3) our changing position in the global economy; and (4) the interdependence of economic development.

The Bifurcation of Economic Policy

Except for a few important years, international trade has grown faster than global GNP throughout the post-World War II period. This increased dependence on trade has an obverse which may be even more significant: national economies have become increasingly open to forces from the international economy, thereby decreasing the reach of national economic policies. This decline in the effectiveness of national policies has been the source of much frustration over the last decade as policy makers and citizens alike perceive that traditional measures no longer affect the economy as they once did. U.S. agricultural policy is a good example. Annual federal expenditures for this small sector of the economy (accounting for about 2 percent of GNP) range up to $30 billion per year. But these domestic programs have been swamped by the international economy, with the result that farmers continue to do poorly.

A logical and important consequence of this development in our economic relationships is a bifurcation of economic policy. First, international codes and agreements take on added importance as a means of managing international economic interactions and exchanges. Second, in a parallel fashion, domestic economic policy shifts downward to the state and local level and at the same time changes in character. It tends to focus more on the factor markets, especially the market for labor, and to become more diversified geographically to reflect the variation in local conditions.

This bifurcation is precisely what we have been experiencing in the United States. Although the shift of policy making to the state and local level has often been described as a function of Reaganomics, it has really been the consequence of fairly basic economic forces. Similar trends have been taking place in other countries. We can expect to see this tendency accelerate in the years ahead. There is already talk of a North American common market, with the main elements of the Canada/U.S. trade agreement extended to Mexico. Similarly, there have been proposals for a common market centered around Japan in Southeast Asia.

Institutional Reform Needed

The end of World War II witnessed a period of enormous creativity in the design and establishment of international institutional arrangements. Unfortunately, many of these institutions were inadequate from the beginning. For example, the General Agreement on Tariffs and Trade (GATT) (see box, next page) was essentially an agreement among the industrialized countries of the world, with the developing countries largely left out in the cold—a measure which is no longer politically or economically acceptable. Moreover, it focused primarily on trade in manufactured products. Agricultural trade was for all practical purposes shunted to the side, and trade in services was hardly considered. Virtually no codes or disciplines addressed the vexing problem of international investment. It should come as no surprise that these areas provide some of today's most vexing problems.

Further complicating the international scene is the fact that some of the institutions that once existed have broken down. For example, the fixed exchange rate system, an integral part of

GATT and Multilateral Trade Negotiations

The U.S. has been a party to the General Agreement on Tariffs and Trade (GATT) since its inception in 1948. As of January 1988, 96 countries, accounting for more than four-fifths of world trade, were members, or "contracting parties," of the GATT. Another 30 countries maintain a de facto "application" of the GATT.

The GATT, the principal multilateral instrument through which the U.S. seeks to improve the world trading system, is both a code of rules and a forum in which negotiations and other trade discussions take place. It plays a major role in the settlement of trade disagreements between member countries.

Over the past four decades, the GATT's activities have evolved in response to major changes in the world economy. These changes have included: shifts in relative economic strengths of "important" countries or groups of countries; the formation of the European Community; the emergence of developing countries as a significant factor in international trade; the trend toward regional or preferential economic groups, and a shift in commerce from traditional merchandise to an increasing volume of trade in services.

the Bretton Woods Convention, failed in the early 1970s. Nothing has replaced it in a formal way, although there have been a variety of serious attempts to devise new arrangements, such as the European Monetary System. Unfortunately, such experiments often leave us with the worst of all possible worlds. Exchange rates are presently managed by a bloc floating system, with extensive but limited fixed exchange rate systems floating relative to each other. This creates unstable markets in those parts of the system where flexibility can in fact occur, which in turn generates pressures for protectionism.

Finally, there never were any rules or codes for many important international issues. Intellectual capital is a case in point. Today, we focus on the pirating of trademarks and designs and try to establish rules to which everyone will adhere. Another potential source of future problems relates to genetic material: its preservation and the need to develop some means to exchange such material on a systematic basis. Similarly, there is virtually no international code for dealing with environmental issues. The recent floods in Bangladesh are a consequence of the failure to establish international arrangements for dealing with international resource issues. The controversies over the destruction of tropical rain forests are in the same category. These international issues are increasingly coming to the fore as policy issues.

The Changing Position of the United States

We are all aware that the position of the United States in the global economy has changed significantly. However, it is not clear that we fully recognize the various dimensions of that change, or what they mean for us.

For example, this nation still accounts for about 30 percent of global gross domestic output, a significant proportion for a country that accounts for some 6 percent of the world's population. These numbers are worth remembering when the United States complains about contributing 20 percent of the budget of international organizations or about donating 0.1 of a percent of our gross national product as foreign economic assistance. The United States currently ranks last among the 17 industrialized countries in the share of GNP provided for foreign assistance.

The more serious issue is the circumstances under which our relative economic position is changing. First, we should recognize how lucky we have been—in a very real sense—in this post-World War II period. Most of the countries we would have considered political or economic rivals pursued inefficient economic policies. Many of them are now implementing more efficient policies. Paradoxically, the international debt crisis is forcing more rational economic policies among the developing countries.

Sadly, while other countries are moving forward with more rational economic policies, the United States is going in the other direction, slipping back into protectionism, paying farmers large subsidies to idle one of this nation's most productive resources, and borrowing abroad in order to live beyond its means. At the same time, the United States has one of the lowest rates of investment among the industrialized or developed countries. If these trends continue, we can expect our relative economic and political position to deteriorate further on the international scene.

The Interdependence of Economic Development

There is a general tendency to consider the economic "pie" as fixed in its total size. This is implicit in much of what we hear in contemporary discussions of economic issues. U.S. commodity groups often make this mistake when they complain about efforts to promote economic development abroad. The truth of the matter is that everyone benefits through economic growth and development. There may well be adjustment problems, but if there is growth, these problems will be tractable. Equally important, growth provides for increased specialization, division of labor, and increasing returns, and those are the bases for further economic growth in their own right.

"We need to educate our body politic to the fact that our relative economic position on the international scene is changing. That change may be almost inevitable. If it is . . . we will have to live increasingly by our wits."

New Challenges for Continuing Higher Education

The challenges continuing higher education faces as it tries to address the problems of international understanding and economic development are all around us. One of the greatest is to educate our citizens to the fact that the international economy has changed dramatically during these last 20 to 25 years, and that, consequently, economic policy must also evolve. A corollary need is to educate people about international institutions such as the GATT, and about what these institutions and their policies mean for the average citizen. People must begin to recognize that helping the poor and disadvantaged in other countries is no longer an act of philanthropy, if it ever was—it is in our best economic interests.

We need to educate our body politic to the fact that our relative economic position on the international scene is changing. That change may be almost inevitable. If it is, and if it continues, it means that as a nation we will have to live increasingly by our wits. No longer will we be able to live behind the shield of "fortress America." Instead, we must become increasingly knowledgeable about the world in which we live, including other countries' cultures, religions, and political systems. We will need to better understand the new economic forces that have been unleashed in the world and to better understand our own comparative advantage, and where and who our competitors are.

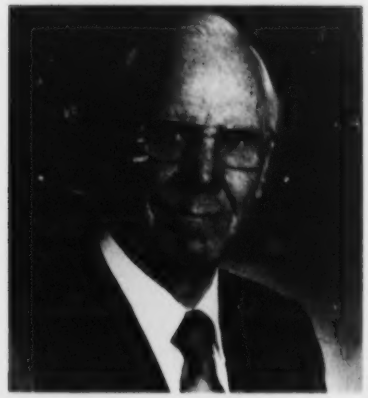
It is always difficult for large continental countries such as the United States to rise above their insular tendencies. But in a world in which we have truly become part of a global village, we have little alternative to learning more about the other residents, to developing our own strategies for taking care of ourselves, and to promoting the common good.

Response: Continuing Education Research & Development

Paul A. Miller
President Emeritus
Rochester Institute of Technology

Continuing education projects do not emanate from ivory towers in universities. They have to get down to specifics and to mostly earn their own keep. But along with its own special efforts, continuing education owes the university the "duty" of research and development. With one foot in the university and the other in the world beyond, the continuing education leader is, at best, an interpreter of one to the other. CHEL University Fora have stressed two kinds of "R&D". One is comprehending the crucial importance of the knowledge industry. The second involves bringing greater emphasis to the *use* of knowledge alongside those other university functions of creating and disseminating knowledge.

I do not need to define knowledge transfer and utilization, nor their techniques, to suggest, as our fora have more than hinted: higher education can do better with helping people strengthen the linkage between thought and action. The Cooperative Extension Service, occasional consultative agreements and outreaches to small business, contracts enabling universities to aid in international development, and even the Peace Corps are all extraordinary inventions. Unfortunately, they are now stalled in their replication to serve troubled youth in troubled schools, retrain workers, devise social and economic policies, or help people see that international understanding begins with insights and behavior with intercultural relations in our home communities. Helping colleges and universities devise ways and means of using knowledge for doing these things is properly the task of continuing education leaders, one that might include the following considerations.



Miller: "Higher education can do better with helping people strengthen the linkage between thought and action."

First is to capture more of the potential for societal learning embodied in the media. The modern system of cable television, satellites, computers, and data banks, to which Dr. Schuh gives considerable attention, is the framework that supports the global—and technologic—community. This same system, despite its weakness in defining the context of world events and news, may also be displacing schooling and the way we learn to situate ourselves in history.[1] To be sure, creative methods such as national and international teleconferencing are on the way. But, on the whole, academic institutions join most others in reacting *to* rather than acting upon the media.

Second is the lack of a broadly-based constituency for international education. The growth of the citizen constituency which can direct a "steady light" on global realities has been uphill all the way—Dr. Schuh's "fortress America," indeed. This is a phenomenal puzzle in a society which can organize for special interests so quickly. Congress passed an International Education Act in 1966, then refused to fund it with a single penny. In 1979, the proposal for an Institute for Scientific and Technological Cooperation suffered the same result.

A weak constituency has grown up around 40 years of university contracts to assist the developing nations. Interestingly, a viable international constituency is now building around environmental issues, and we must study it to find out why. New interest is percolating up at the grass roots level—over schools, productive

1. "The Hope of Radical Education: A Conversation with Henry Giroux," *The Civic Arts Review* 1 (1988): 4-9.

employment, economic competition and development, knowledge and innovation, all of these activists interacting with other loyal patrons of such issues as peace and disarmament. Perhaps in their coalition is the beginnings of a new constituency, a point to which I will return.

Third, leaders of continuing education need to do more to internationalize their own profession. Still caught up in defining its place in American colleges and universities, continuing higher education has not formed global intellectual connections, as have many of the natural and social sciences. Only the surface has been scratched in conducting comparative research, nurturing global networks, and helping to make adult education a core activity in international development. It is safe to say that as we grow to experience one world, the intellectual community—as Torsten Husen once said—must help represent the world's conscience and devote itself, apart from technical competence, to a primary loyalty for humanity. Inherently, continuing education belongs in that company.

A Wider Constituency?

A reading of the Schuh paper conveys a sober mood—that the United States is fumbling its way into the global economy, and that our nation risks economic deterioration. His message is well-taken and hard-hitting. Yet it also moves me to an optimistic note, and next to a suggestion that, having singularly and properly explored economic issues in our fora, we should not limit ourselves to this emphasis in promoting international understanding. The first point here—perhaps an outcome of Dr. Schuh's most provocative point, the *downward* shift of domestic responses as part of a radical bifurcation of economic policy—is this: there are new passions rising that would forge school reform, retrain workers, halt the pollution now spreading throughout the global village, and fashion citizen diplomacy out of peace activism, international travel, and sister-city projects. These passions feed ravenous appetites for learning, a ready-made circumstance for adult educators to come in to support them, as well as to give momentum to a possible constituency for international education.

Yet these community reformists are not of one mind. There is more than a vague unease among them dealing with the final insistence of the Schuh paper on economic growth. The passions fueling these groups are concerned with economic development, as their constituents rally around school reform and corporate competence; but cutting through this concern for the economic is a fresh desire to respond to other matters. One is with how fairly the fruits of development will be distributed—rather a call for a "global fairness revolution." The other is anxiety over human use of the planet, much as E. B. White once said: "I hold one share in the corporate earth, and am uneasy about its management." Somehow, these cross-cutting aspects of globalism—growth, justice, and Earth care—have to be addressed in our work on international understanding.[2]

Perhaps NUCEA may take up the record of the CHEL Fora discussions and lead us onward to a national learning strategy that would both enhance the economic role of the United States and foster a humane global context. The grist for this strategy is, I believe, to tilt our colleges and universities toward giving greater weight to helping people continuously update and apply knowledge in systematic ways, and to that end, recognize, join, and foster partnerships and dialogues capable of crossing local, regional, national, and international boundaries.

In his classic *Mission of the University,* Jose Ortega y Gassett inspires such a strategy when he imagines a faculty of culture consisting of both scholars and community leaders, a faculty leading the university, as he said, to "stand for serenity in the midst of frenzy, for seriousness of purpose and the grasp of the intellect in the face of frivolity and unashamed stupidity."[3] In such an imagining, those who lead continuing education *belong.*

2. Robert Leestma, "Education for a Global Age," *Vital Issues* 28 (1979): 1–6.
3. Jose Ortega y Gassett, *Mission of the University* (New York: W.W. Norton and Company, Inc., 1944), p. 91.

On Teaching Language and Culture in America

John Lombardi
Provost, The Johns Hopkins University

In the beginning, there was language and culture. We knew what it was, as academics we knew why we wanted it, and we preached the gospel with one voice. Language and culture, we said, will save America. Language and culture are the keys to maintaining the American dream. Language and culture can bring America to the world.

Our patrons found us persuasive. And so the international education constituency thrived throughout the late 1950s, through the glorious 1960s, struggling some in the 1970s, only to reach hard times by the 1980s. What happened? Did we teach badly? Did our centers fail to produce expertise?

As we contemplate yet another presidency to educate, perhaps this is as good a time as any to review where we have been as a prelude to thinking about where we might go. From my perspective, the area studies movement which has nurtured, supported, inspired, and aggravated me for more than 20 years, consists of three linked spheres of activity, each driven by somewhat different imperatives: area studies subject expertise, overseas connections, and language training.

Area Studies Expertise

Area studies expertise passed through an innovative and aberrant phase when some of our colleagues had the temerity to propose international studies and its particularistic subbranches of area studies as real disciplines, complete with course sequences, undergraduate majors, M.A. degrees, and even autonomous Ph.D. programs. Based on the premise that a geographic area defined by language and culture, rather than disciplinary methodology, can provide the boundaries of professional expertise, these pioneers of the 1960s combined history, political science, anthropology, geography, and language and literature to produce an interdisciplinary view of a region.

Did we fail with this initiative because our narrow-minded, pedantic colleagues failed to appreciate the virtues of the cosmic discipline represented by area studies? Well, to be sure, many colleagues doubted the legitimacy of a field without methodological coherence, others defended turf with a tenacity known only to academics and medical schools, and a few offered a reasoned critique of the field's substance. The enthusiasts of area studies as a field did more damage than any of these doubters, however, when they asserted a quirky eclecticism instead of disciplinary rigor, when they rejected the methodological substance of the subjects from which area studies is combined, and when they failed to respond to the need for rigorous criticism.

The death knell of area studies came with the growing politicization of the field during the late

John Lombardi

1960s and early 1970s, when area studies became the primary academic home of a rigorous political critique of American foreign policy. Many well established disciplines barely survived that period's political agenda, and area studies with its fragile intellectual underpinning simply collapsed under the weight of the political message it was required to carry. Consequently, today we have area studies as a holding corporation for institutional and intellectual assets related to geographic/linguistic areas, often the repository of M.A. programs preparing candidates for public service or enlightening future M.B.A.'s, but no longer at the center of the university's prestige business of producing Ph.D.'s.

Overseas Connections

Overseas connections come in many forms, some as innocently as the arriving international students, others as straightforward as a junior year abroad or a faculty exchange program, and some as complex as the multimillion-dollar, multi-university development assistance project.

International students came first in response to the missionary impulse, that noble spirit that sought to spread American ways to all parts of the globe in hopes of bringing about the millennium of international peace and brotherhood. A successful enterprise, the international student phenomenon began to grow dramatically in the 1970s as the United States became a net exporter of education through international student populations in the hundreds of thousands. This new wave of students came sponsored by their governments, paying full tuition and filling up many a class and graduate program otherwise below critical mass. It turned out to be in everyone's interest to keep the flow coming.

While the events in Iran and elsewhere in the U.S.-educated world have begun to cast some doubt on our smug self confidence in the power of university education to change the foreign mind, we can still take some comfort in our success. Junior years abroad and faculty exchanges appear to be virtual constants of the American university environment. To be sure, the rather low participation rate of undergraduates in these programs causes some concern, but overall we can point with pride to this international element in our university system of international studies.

Multimillion-dollar, multi-university overseas development programs represent another area of great success for American universities. Largely concentrated on development assistance for agriculture, these programs span every imaginable overseas educational assistance topic from accountancy to basic science research. Funded by governments, foundations, and international agencies, these projects have a much greater impact on professional schools of agriculture, engineering, and business than on the arts and sciences, but even peripheral involvement with one of these big-money projects can have a major influence on a participating institution.

Here, too, however, great success in growing more cowpeas has brought nothing but trouble for donors, recipients, and participants. The field of university development assistance is as depressed about its success and its future as any good area studies warrior.

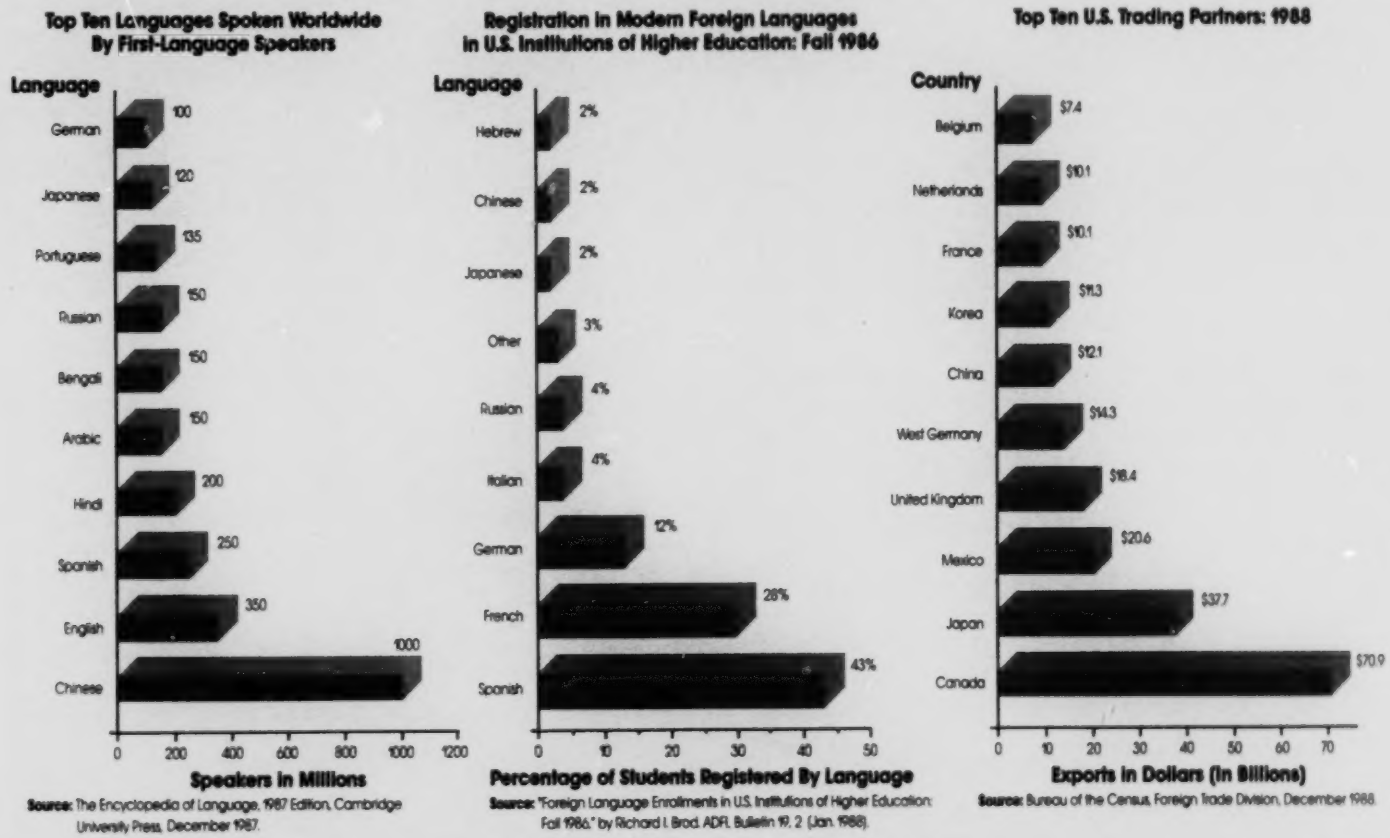
Language and Literature

This brings us to the main event: language and literature. Let's look at language first. What is the problem? Enrollment is up, classes are full, requirements are up. Why, at this moment of triumph, do we find the federal government weakening in its resolve to help us succeed; why, at a time when we can demonstrate that language counts, are the foundations looking at other topics? The answer is that we tell a lousy story. And the story we do tell is often patently and demonstrably wrong. Let us look first at the story we used to tell, a story that worked.

That one went like this: language lets us understand other people; it lets us know what they are doing and why they think they are doing it. Language is a useful, utilitarian tool. Moreover, in a dangerous world, language is a defense and a weapon. It permits us to understand our friends and to prepare against our enemies. It is, then, vital to the *national defense*. Accepting this absolutely correct set of postulates, we then proposed that the national government, charged with the national defense by the Constitution, create a program to keep the country's language capabilities strong. We called it the National Defense Education Act and watched our elected officials line up to salute the flag and support the program. Hard to beat!

So what happened? We decided we couldn't stand the association of language and defense, we learned that some officials had used some programs for very unsavory purposes, we learned that our colleagues overseas looked askance at our close connection to defense interests, and we had principles. So we shifted our core program to the Higher Education Act. Now that is fine, but education includes many more attractive and compelling issues than foreign language. Imagine, we now have to compete against student loans, disadvantaged students, inner city programs, science education, and on and on.

We also lost the crisp precision of our original story, degenerating into a fuzzy-wuzzy rationale that goes something like this: study foreign language and learn about the world; study foreign



The graphs above compare U.S. foreign language enrollments to the prevalence of various languages worldwide, and to the major purchasers of U.S. products. Eighty-six percent of U.S. college and university language enrollments are in the commonly taught European languages of Spanish, French, and German. Scant attention is paid to important languages of the Pacific Rim countries (China, Japan, Korea), despite their growing importance to U.S. trade. Important world languages such as Arabic, Hindi, and Bengali likewise receive very little attention on U.S. campuses.

language because it teaches good discipline; require foreign language because it is the hallmark of an educated individual; and study foreign language to overcome America's lack of competitiveness.

The fact is that studying a foreign language as we do it in American universities, with rare exceptions, teaches less about the world than a one-semester political science course on Latin America. Good discipline? Language instruction does teach the value of rote memorization, but if what you want is discipline, a semester of ROTC will do it much quicker and more effectively. An educated individual? Possibly, but only after substantial literacy is achieved. Most language learners get two to four years of verbs and rules and fragments of great works, often oversimplified in vocabulary. Two to four years of a decent reading course on great works in translation would give a much broader education than most of our language courses.

Overcome America's lack of competitiveness? This is perhaps the greatest fraud of them all. To be sure, we would have more success marketing products in Japan if we had one or two folks working for our firms who could speak passable Japanese. But, pray tell, why were we so competitive in the 1950s and 1960s? Was it because more people at General Motors spoke Spanish? "Competitive" is a function of quality, price, and performance. Language helps you talk about a competitive product, but it does not make the product competitive.

All this would be tolerable, given the low state of American political discourse, if we delivered the goods—that is, if we taught anyone who was not a language major how to speak another language. The truth is we rarely do so and when we do, it is by accident. We give them a little grammar, a little vocabulary, some inadequate training in a language lab, and then we send them overseas on a good study abroad program. If they are lucky, work hard, and avoid other Americans, they return speaking passable German, French, Spanish, or whatever, and we can claim a success. But not, I point out, in the classroom or as a result of the university activities we ask the government to support.

Everyone who knows anything about foreign language instruction tells me we do it all wrong. Too few students take more than four semesters of one language. Most students qualify for their foreign language requirement by passing through courses that leave little visible trace. Who is to blame for this? We are.

We know how to teach foreign language. Some institutions do it. But most of us will not do it right. If we did, we would have to break the hammerlock that literature has on language in most American universities. Literature, which should be the greatest incentive for language acquisition, has become the most powerful inhibitor of language learning. Literature professors do not like to teach language, which they regard as the work of academic untouchables. But they will not give up the language teaching function because it provides the money for the support of literature studies. So they hire a few dedicated language professionals, pay them a miserable wage, deny them tenure or promotion or both, assign them a crushing teaching load, saddle them with hostile and uninterested graduate student instructors, and when good language instruction does not result, complain about the quality of the language professionals.

A suggestion that we create an autonomous language instruction department brings down a wrath of such literary creativity it should immediately be published as a lead piece in the *Annals of Academic Invective*. Many a dean has surfaced such an idea to find it immediately sunk by a collaborative attack from the chairs of Spanish, Portuguese, French, Italian, and German, characters whose previous level of collaboration approached the Arab-Israeli conflict. Deans and other insensitive administrators have not given up, however, coming at the problem from two different directions. One we call "competency testing," a scare word in most literature departments. This is the unacademic notion that language is a relatively straightforward thing. Why not put the graduates of our language classes through a competency test to discover whether they can speak the language or not, and if not, ask why the instruction is so bad that the students do not learn?

A second direction involves the creation of think tanks whose purpose is the development of teaching strategies for language instruction that do not depend on literature departments for success. One such operates at the Johns Hopkins University, and is busy with subversive investigations involving dedicated instructors of language who have, or think they have, better ways of teaching. Complemented by demonstration

Registrations in Modern Foreign Languages Compared with Enrollments in Higher Education, 1960-85

	1960	1968	1972	1980	1983	1985
Total College Enrollment in USA[1]	3,789,000	7,513,091	9,214,860	12,096,895	12,464,616	12,247,055
Index of Growth[2]	100.0	198.3	243.2	319.3	329.0	323.2
Total MFL Registration[3]	608,749	1,073,097	963,930	877,691	922,439	960,588
Index of Growth	100.0	176.3	158.3	144.2	151.5	157.8
MFL Registration as Percent of Total College Enrollment	16.1	14.3	10.5	7.3	7.4	7.8

[1]Center for Education Statistics, USED. Figures show total enrollments in the fifty states and the District of Columbia. The Figure for 1960 is an estimate.
[2]For index figures, 1960 = 100.0
[3]MFL = Modern Foreign Languages, i.e., Arabic, Chinese, French, German, Hebrew, Italian, Japanese, Portuguese, Russian, Spanish.

Source: "Foreign Language Enrollments in US Institutions of Higher Education: Fall 1986," by Richard I. Brod. *ADFL Bulletin* 19, 2 (Jan. 1988).

projects sponsored in participating universities, this approach offers the countervailing test environment that may show how it can be done better.

The Lombardi Program

The Lombardi program for language and area studies has the following elements:

Speak the truth plainly.

Language acquisition is hard, and two years of study are not enough unless they are very specialized and intensive. Language requirements mean nothing without exit proficiency requirements.

Claim what you can do.

Competitiveness in the business world does not depend on language, but on performance, price, and quality. Second language acquisition rarely provides sufficient competence to handle complex business tasks without a native speaking advisor. College language training for nonmajors can provide social conversational competencies and newspaper level reading ability within reasonable time frames. It cannot provide competencies beyond that without extraordinary efforts.

Resources determine priorities.

Unless professional language teaching receives equivalent salary, promotion, budget, and glory in academe, protestations about commitment to language instruction are a fraud. That requires separate language instruction departments, perhaps best located in schools of con-

tinuing studies, with budgets commensurate with the task, and performance measures commensurate with the budget.

Donors should put their money where it works.

Neither the federal government nor private foundations should give a dime to any language program without evidence of resources devoted to language competency testing, and other indicators of adherence to the rule that resources determine priorities. No literature faculty member should be counted as language teaching faculty without a half-time commitment to non-literary classroom language instruction.

Area studies should be supported only where there is language commitment.

Universities and colleges will do area studies in the disciplines because they need and want to. Consequently, no federal or foundation money should be provided to universities who do not have language programs of the kind described above. However, because good language programs will generate students with a real interest in culture, good language programs should be encouraged with substantial area studies support, but do not spend the money on area studies.

Uncommonly well taught is more important than less commonly taught.

The current classification of less commonly taught languages is less useful now that we are not in the national defense business. Priority should be given to uncommonly well taught languages. Among the well taught, more money should be available for the less commonly taught.

Send them overseas.

Since the one thing we all know works is overseas experiences of a year or so, the feds and private foundations should invent a new program to subsidize first rate overseas programs. Good programs take good care of the students, and most importantly, can show with pre- and post-testing that they result in a significant improvement in language ability.

Bribe the faculty.

While faculty are motivated only by altruistic academic concerns, a program that provides two-year funded fellowships for language faculty to upgrade their language instructional skills, and commits them to a three-year teaching program with performance testing, might well change a few careers.

Bribe the administrators.

Administrators can be easily bribed. A program that funds the transitional costs of creating a separate department of language instruction, perhaps in a school of continuing studies, will easily attract an administrator's attention and motivate a faster rate of change. While administrators hate to incite faculty conflict, they will do so for high principles and large grants.

Listen to the public.

When the people do not buy your goods, there is almost always a reason: the product is too expensive; it does not do what you say it does; it does it badly; other people do it cheaper. People do not buy our language story because it is too expensive, it does not teach people how to speak the language, it uses poor methods and wastes their time, and Berlitz and the Army do most of it better.

"When the people do not buy your goods, there is almost always a reason."

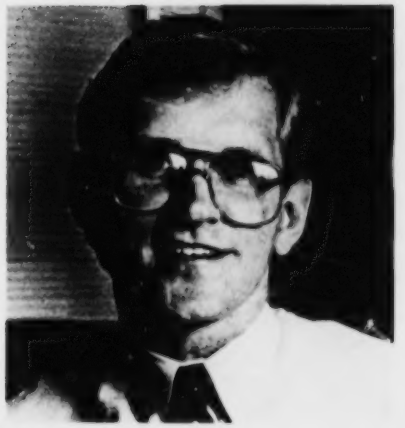
Where, then, does this leave us? My experience with colleagues in continuing education has convinced me that innovation and change happens quickest in your domain where departmental structures are weak, sensitivity to the marketplace is strong, and performance often serves as the key to continued success. The very characteristics which set continuing studies apart from traditional university divisions and schools make it the ideal environment for pioneering. Why shouldn't an enterprising school of continuing studies do language instruction in a way that works? Why not apply for a grant to experiment, with competency testing? If I were running a School of Continuing Studies, I would be applying for grants to cover the costs of such an experiment, I would be writing articles for learned journals and the back page of the *Chronicle of Higher Education* about the topic, and I would be challenging my colleagues in the traditional language and literature departments to help me succeed. But of course, the choice of targets is yours.

Response: The Federal Role—Pure Versus Applied Learning?

Steve Gunderson
Member, United States
House of Representatives

It is perhaps both ironic and appropriate that we should focus on the international aspects of education on the thirtieth anniversary of federal involvement in that field of study, and only shortly beyond a successful reentry into our space program with the Challenger launch. The American pursuit of space, begun in direct response to the launching of Sputnik in the 1950s, was accompanied by federal concern about the state of American education. The Eisenhower administration's National Defense Education Act was an almost visceral response to the perceived need for experts to deal with an international society, and in particular to deal with other nations' customs and cultures. The program was initially very broad, ranging from foreign language and area studies to fellowships, research, and summer institutes. The focus, however, quickly moved from national defense to higher education, although there has been a continuing attempt to identify international education with areas of public concern, such as business and international education.

Federal funding has varied during this 30-year period, with the peak years being 1965-69. Originally funded at $5 million per year, funding for international education is now roughly $31 million. It is clear that the $30 million barrier is a



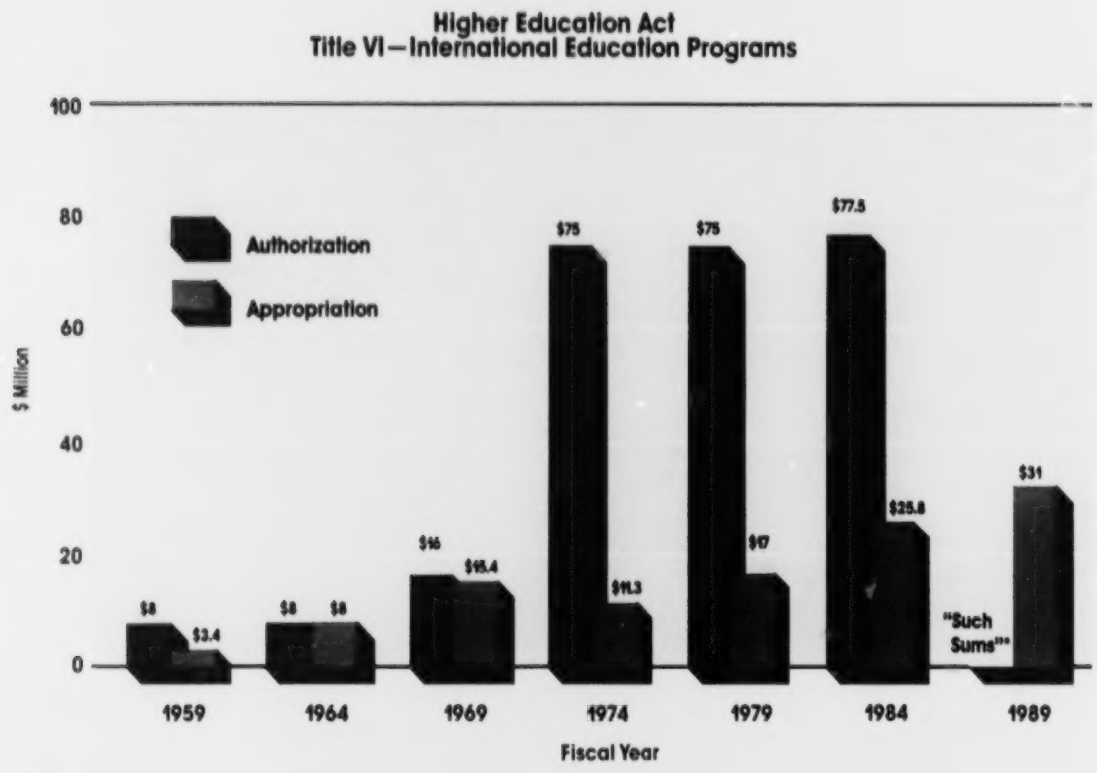
Gunderson: "Foreign language and education does assume relevance in the framework of foreign relations and national security."

strong one. I believe it is one we will have to live with, at least for the foreseeable future. Any expansion of the education program to incorporate new elements seems to result in a corresponding cutback elsewhere in the program, and we will soon be facing real challenges on the federal budget as a whole.

While I do expect some increase in education funding, the fight within the education community for those additional monies will undoubtedly be intense. But, as our society realizes that there is indeed an international economy—and if you can involve the business community, the Chamber of Commerce, and the other relevant interest groups—you will find a new constituency working for you in the lobbies of Congress. I expect to see major efforts in the next Congress at early intervention for high risk students and an explosion in the concept of manpower training and retraining in our society.

A basic question each of us must answer is "Why international education in the first place?" Educators must convince others that international education fills a legitimate need. For those of us whose main involvement with international education was through language courses, we have a way to go. I was required to take four semesters of Spanish in order to graduate, as were many of my friends. We approached those language classes with frustration and anger rather than intellectual excitement. We saw no need to learn a language, beyond meeting graduation requirements. My view today would certainly be far different, but you have not convinced the general public of the importance of international education either as a priority for the individual or as a government commitment.

Foreign language and education does assume relevance in the framework of foreign relations and national security. If people are told that we need over 18,000 language specialists within the Pentagon alone, and that our national security is indeed at some risk because



*Congress provided an open-ended authorization, placing no ceiling on the amount that could be appropriated.

of insufficient numbers of military personnel who can speak, read, and understand Russian, Chinese, and other languages, then you are outlining a justification for international education that the average citizen can appreciate. The people in my rural Wisconsin district might be more receptive to the idea of international education if they were reminded that last year's $34 billion in agricultural exports was at least partly a result of our having people who can communicate abroad, whether as part of our government or in private business, through that tool called language. I suggest that if competitiveness in production is no longer a criteria, the reality of salesmanship is. The traditional concept of competitiveness may have resulted in a similarity in the quality of the product: competitiveness today lies in our ability to communicate and make a sale.

Finally, I must ask you whether government funding is or is not the problem. The United States is spending 6.8 percent of our GNP on education. Japan spends 5.6 percent. West Germany spends 4.5 percent, and yet most people would tell you Japan and West Germany have succeeded in international education, and we have not. The United States also leads both West Germany and Japan in per capita expenditures, so success does not rest solely with the commitment of financial resources. In all honesty it must be admitted that our priorities within the education community have not included development of a bilingual society in any way, shape, or form.

Americans need to know why international education is important, why foreign languages matter. They need to know why they, their children, and American society in general must be part of an international economy. When they know that, you will find that not only will the students enroll in your programs, but also they will be interested, motivated students. Further, the taxpayers will be willing to allow their tax dollars to be used for these programs, and consequently, the government will demonstrate increased willingness to support those programs—goals we all share.

BEST COPY AVAILABLE

Immigration and Hispanic Educational Opportunity: Challenges for the 1990s

Marta Tienda
Professor of Sociology and Associate Director
Population Research Center of the National Opinion Research Center and the University of Chicago

Historically, the public school system has assumed the challenge of integrating minorities and immigrants into American society. To some extent, this mission has included the difficult goal of protecting cultural differences while ensuring that educational achievements are not sacrificed. This mission of the schools takes on perhaps its greatest degree of complexity with the Hispanic population of the United States. Hispanics exhibit the lowest levels of educational achievement of all racial and ethnic groups, a condition that has been characterized as a national crisis.[1] There is a real danger that Hispanics will become an underclass in American society.

Evidence of a narrowing education gap between Blacks and Whites has raised questions about the role of immigration in maintaining large educational disparities among Hispanics and Hispanic-origin groups. The relationship between immigration and educational underachievement is poorly understood, partly because of inadequate data and partly because underachievement of immigrant

Marta Tienda

populations has been reduced to language difficulties.

Speculating about these questions raises several related issues. Is the educational gap between Hispanics and other minority groups really caused by the influx of immigrants? Do native and foreign born children exhibit different school enrollment patterns and if so, why? What is the impact of age (at time of school enrollment) on future educational success?

Immigration and Educational Diversity

Recent changes in the ethnic origin and socioeconomic characteristics of immigrants have direct implications for the development of continuing education programs at all levels. Whereas immigrants from Europe comprised over half of all persons admitted during the 1950s, immigrants from Third World countries, especially Asian and Latin American nations, have dominated the pool of recent entrants.

The 1965 Amendments to the Immigration and Nationality Act officially abolished national origin as a basis for gaining admission into the United States, but the emphasis on family reunification in the revised legislation actually increased the salience of national origin as a basis for admission. Moreover, the lesser emphasis on labor market skills for recent immigrants has generated a bifurcated skill structure along national origin lines. The admission of Asians and Africans with high skills has increased

1. ASPIRA, *Racial and Ethnic High School Dropout Rates in New York City: A Summary Report, 1983* (Bronx, New York: ASPIRA of New York, 1983). Charles Kyle, "Testimony to National Commission on Secondary Schooling for Hispanics" (ASPIRA of Illinois, 1984, unpublished).

at the same time that the flow of low-skill Mexican immigrants, admitted to join their relatives, expanded substantially.[2]

The educational selection effect of the 1965 amendments on the adult immigrant population has been significant. Hispanics—Mexicans in particular—exhibit the lowest levels of formal schooling. In addition, Hispanic immigrants tend to be younger, thereby placing even greater demands on the educational system. But the indirect effects of immigration must also be considered. Since most Hispanic immigrants are relatively young, their reproductive behavior will impact future demands on the educational system. The fact that children from disadvantaged households often reproduce the disadvantages of their parents increases the importance of expanding educational opportunities for the foreign born population of all ages.

Nativity Differentials in Schooling

Immigration has widened educational differentials for some Hispanic origin groups, but not for others. The existence of large *native born* Hispanic minorities permits us to examine how important immigration is as a source of low educational achievement. Nativity differentials in adult educational achievement and in enrollment statistics for the school-aged provide clues. Further, nativity differences in enrollment patterns lead one directly to the significance of birthplace in age-grade delay and high school non-completion, both of which have been emphasized in policy discussions about the educationally disadvantaged.

Adult Median Education

There is evidence of widening education gaps according to birthplace for Hispanics. (Blacks and Whites, by contrast, have seen the virtual disappearance of nativity differentials, see graph, page 18.) For Mexicans, the nativity gap in education reached an all time high of five years by 1980. The educational deficit of island born Puerto Ricans is smaller, roughly three years, but substantial in view of the fact that all Puerto Ricans are U. S. citizens. Central and South Americans are also experiencing a widening nativity gap in adult schooling, tightly associated with the changing socioeconomic and national origin composition of the immigrant flow. Whereas immigration from Central and South America was characterized as a "brain drain" during the 1960s, a large and growing volume of migrants originated from the more disadvantaged sectors of the source countries during the 1970s. These people, many of them fleeing political persecution, are not as well equipped to participate in American social and economic institutions.

Current Enrollment Rates

Educational disadvantages are not confined to adults and recent arrivals, whose continuing educational requirements are largely remedial in nature. Rather, nativity differentials appear even among the very young—five- to six-year-olds—and increase as immigrant children work their way through the school system. Hispanic children tend to be delayed in beginning their schooling careers, and this age-grade retention appears to be related to birthplace. Foreign born Mexican and Puerto Rican youth are twice as likely to be held back a grade as their native born counterparts, while Central/South American and Cuban immigrants are over three times more likely to be held back a grade.

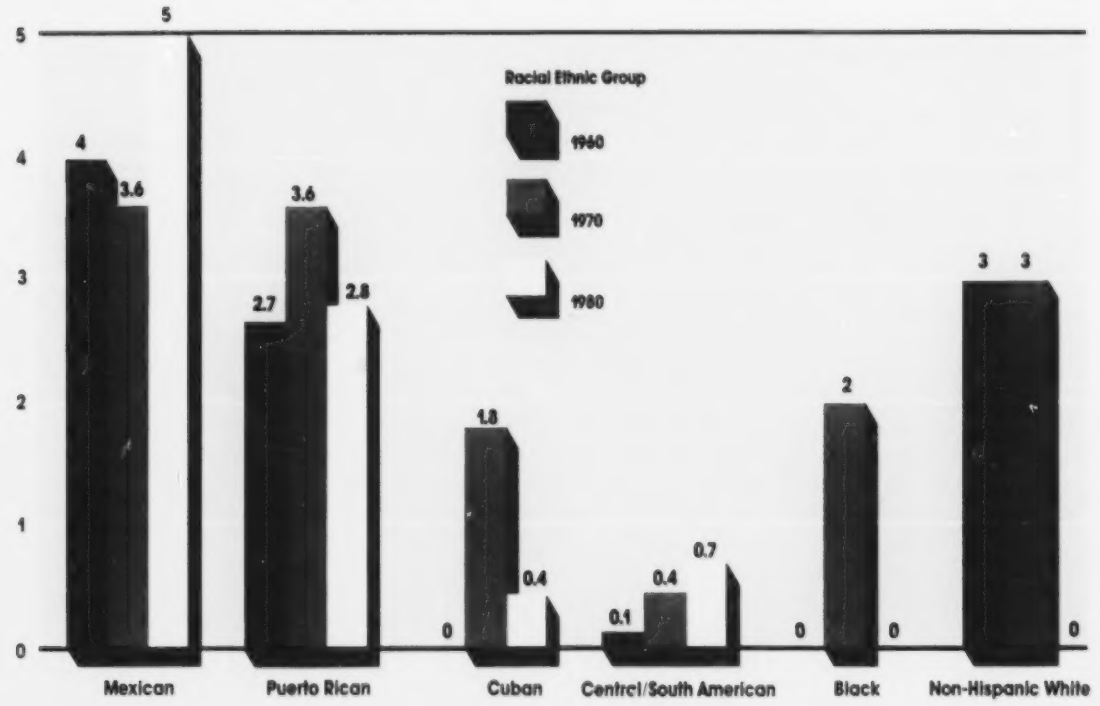
Thus, contrary to the widespread belief that schools are the key mechanism and ideal solution for integrating culturally distinct groups, it seems that our schools have fallen short in preparing immigrant minorities to succeed. Students who are behind one or more grades have a greater propensity to drop out of school because of the difficulties of being an older student among younger classmates, separation from their peer group, and the attractions or necessity of entering the job market. Because delay rates vary considerably across states and metropolitan areas, several researchers[3] have suggested that the incidence of grade repetition among Hispanics may be the result of a discriminatory school system policy rather than any generalized inability of Hispanics to function well in the mainstream owing to language or other socioeconomic handicaps.[4] This is a question on which there is no resolution or agreement.

2. Marta Tienda, "Market Characteristics and Hispanic Earnings: A Comparison of Natives and Immigrants," *Social Problems 31 (1983): 59-72.* Douglas Massey, *"Dimensions of the New Immigration to the United States and the Prospects for Assimilation," Annual Review of Sociology 7* (1981): 57-85.

3. T.P. Carter and R.D. Segura, *Mexican Americans in School: A Decade of Change* (New York: College Entrance Examination Board, 1979).

4. Francois Nielson and Roberto Fernandez, "Achievement of Hispanic Students in American High Schools: Background Characteristics and Achievement" (National Opinion Research Center, unpublished report, 1981).

Nativity Gap* In Median Education: 1960-1980



*The difference in median years of education completed by native and foreign-born members of the same racial/ethnic group.

Source: Adapted from Bean and Tienda, 1987, Table 8.1

5. Frank Bean and Marta Tienda, *The Hispanic Population of the United States* (New York: Russell Sage, 1987).

Completing high school is the most important transition in the formal schooling process, as a high school diploma is now a minimum credential for job entry, even at the lowest levels. Differentials in average dropout rates clearly distinguish the foreign from the native born, and Mexicans and Puerto Ricans from the other two origin groups. The highest rates of noncompletion correspond to foreign born Mexicans and Puerto Ricans. Mexican youth born abroad are twice as likely as their native born counterparts to drop out of school. In contrast, although Cubans experience grade retention in junior high, they overcome the forces producing school termination. Thus, Cuban high school dropout rates are close to those of Whites and slightly below those of the Central/South Americans immigrant youth.

Cubans and Central/South Americans have the highest percentages of foreign born and the highest levels of Spanish language maintenance in the home.[5] Yet these ethnic traits have not deterred them from achieving schooling levels close to those of Whites, and far above those of Mexican and Puerto Rican youth. Apparently, their resources—as manifested by income, parental education, and determination—outweigh the impact of those cultural traits they have in common with Puerto Ricans and Mexicans.

Is it the lack of material resources that spells disaster for Mexicans and Puerto Ricans in school? Or is it the absence of social supports that well-educated parents are able to provide? If it is primarily the latter, and not material resources

per se; then there are tall orders for continuing education programs to take over where other education programs have failed.

Ethnicity and Culture

There is a vast body of empirical literature showing that social background is the most significant factor determining educational outcomes.[6] Nonetheless, ethnicity and culture are of special significance to Hispanics, as speakers of the second most prevalent language and the second fastest growing ethnic minority in the nation. In addition to language, cultural differences are manifested in orientations that shape behavior, perceptions, learning styles, and interpersonal relations.

Recognizing how cultural differences manifest themselves does not mean researchers have succeeded in isolating the unique effects of culture on educational outcomes. This term "culture" is broadly used to explain the poor performance of Hispanics in school as well as their low visibility in other social institutions. Stereotypically, Hispanics are non-competitive, not future-oriented, and family centered, all of which presumably lead to poor performance in school. While the reality of cultural differences cannot be denied, a more perceptive interpretation of their impact must focus on the cultural conflict Hispanics experience as they are forced to become bicultural with respect to learning processes, communication styles, and human relations in general.

What is the relative importance of cultural and socioeconomic variables as determinants of educational outcome for Hispanic youth? Foreign birth apparently increases a student's chance of being delayed in school and/or dropping out, but the effects of language—both that spoken in the home and individual English ability—are consistently overshadowed by those of family background, as measured by household income and parents' education. (See graph, page 20.) In other words, once an individual's social background is taken into account, the effects of cultural markers—namely Spanish retention, home bilingualism, and immigrant status—disappear. Also, socioeconomic status is more powerful than headship, as evidenced by the fact that the circumstance of having single parents, either native or foreign, rarely has a significant influence on the propensity of students to be delayed in school, or to drop out prior to completing high school once family income levels and parental educational achievement is taken into account.

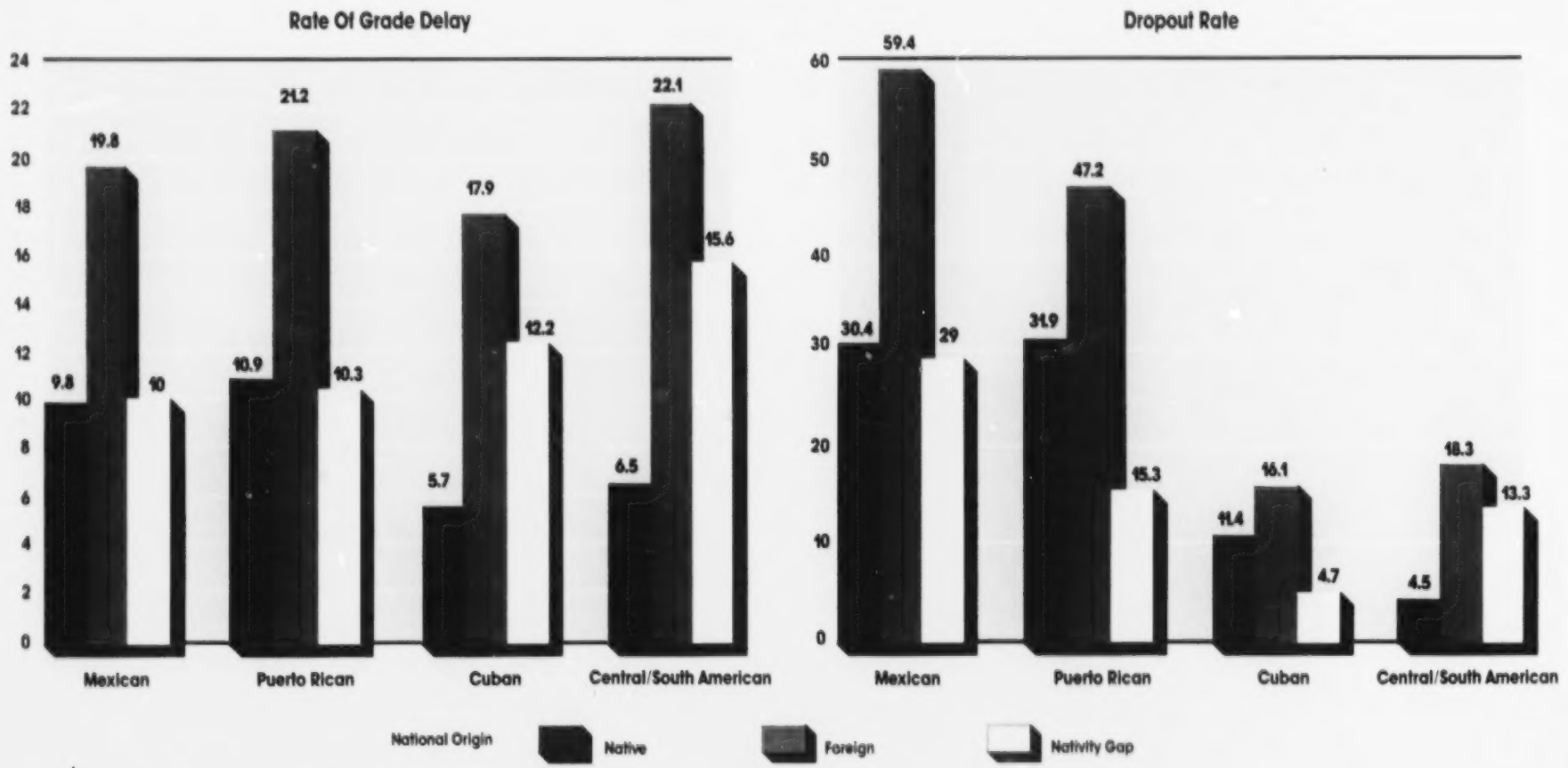
That ethnicity is less important than social class is demonstrated by the experience of the Cubans, who apparently surmount educational obstacles and complete school at higher rates than either Mexican or Puerto Rican youth. Despite their higher immigrant composition and recency of arrival, as a group Cubans possess two critical ingredients for success that generally are lacking among Mexican and Puerto Rican youth: less extensive material deprivation and parents with higher levels of education. Both factors are needed to promote educational achievement among offspring. Ethnic traits, when combined with social and economic resources of middle and upper class status, do not hamper educational outcomes. Mexican and Puerto Rican children have fewer opportunities because their parents are less likely to be in the labor force, have lower levels of education, and are more likely to have limited English skills.

Prevailing social norms emphasizing equal access to education are served only when schools distinguish between the causes and the symptoms of educational underachievement. If culture is symptomatic of educational underachievement and social class is determinant, the pressing policy questions that emerge are whether educational policy can or should strive to change the class configuration of the Mexican and Puerto Rican populations, and what mechanisms are available to accomplish this task of social engineering?

A great deal can be accomplished toward that formidable goal by focusing on the educational needs of adults, enabling them to participate in the schools and hence furnish their children with the emotional support that their material environment does not provide. Not only will this adult outreach strategy deter the high incidence of high-school noncompletion among Mexican and Puerto Rican youth, but it

6. Christopher Jencks, *Inequality: A Reassessment of the Effect of Family and Schooling in America* (New York: Harper and Row, 1972). Samuel Bowles and Herbert Gintis, *Schooling in Capitalist America: Educational Reform and the Contradictions of Economic Life* (New York: Basic Books, 1976). Robert Mare, "Social Background and School Continuation Decisions," *Journal of the American Statistical Association* 75 (1980): 295–305.

1980 Delay And Dropout Rates By Hispanic Origin



Source: Adapted from Bean and Tienda, 1987, Tables 8.7 and 8.9

BEST COPY AVAILABLE

will provide positive experiences for parents, and better equip them to prevent the intergenerational transmission of disadvantage. Even without the economic resources to back up their efforts, determined parents can instill strong motivation in their children to work hard in school. Cultural and ethnic factors may also prove to be important in bringing parents together and mobilizing them as a group to effect change.

Support for cultural pluralism in educational programs and policy should not rest on its ability to facilitate individual Hispanic success. Cultural pluralism in curricula should serve as a catalyst, an organizing principle that encourages Hispanics to build effective political participation through which they can elaborate their own social agenda and seek the resources and rights

"Determined parents can instill strong motivation in their children to work hard in school."

necessary to attain them. In the long run, this process will prove more beneficial and possibly more educational than the promotion of individual minority achievement that serves to keep the American dream alive, but essentially leaves the status quo in educational outcomes unchallenged. Last, but not least, legitimation of culturally specific policies via legislated financial support recognizes the true potential of Hispanics as a national resource, worthy of investment for future generations.

Response: Strategies for Continuing Higher Education—Improving Educational Opportunities for Minorities

Kay J. Kohl
Executive Director, NUCEA

Professor Tienda's conclusions destroy some of our preconceptions about immigrants; particularly her finding that ethnicity is less important than social class in determining whether a young person from Central America, Puerto Rico, Cuba, or Mexico will graduate from high school and eventually have an opportunity to go to college. Certainly, cultural differences are important, as are attitudes and language skills. However, as Professor Tienda and others have found in their research, there is a tendency to exaggerate the impact of language. In fact, the effects of language are often overshadowed by other factors such as income level or the educational background of an immigrant's family.

Where does this finding lead continuing higher education? I would argue it takes us down familiar paths. The influx of immigrants at the beginning of this century spurred the development of continuing higher education. Both private institutions in our urban centers and some of the precursors of today's state colleges and universities developed programs to meet the needs of those new citizens.

From the outset, continuing higher education has been committed to educational opportunity. Committed, if you will, to the belief that we have a moral responsibility to offer

Kay J. Kohl

educational access. But the commitment of American colleges and universities to adult education has also been activated in large measure by economics, by the desire to incorporate these new immigrants as expeditiously as possible into the larger population, and by the need to prepare these adults for jobs which would provide them with some measure of economic security as well as greater involvement in the society as a whole.

As Professor Tienda notes, the high rates of school noncompletion among some of the new immigrant populations translate into limited life chances. They contribute to the transmission and perpetuation of disadvantage through generations. That is why it is important that we as continuing higher education leaders and professionals address this challenge today. Let me briefly suggest some strategies—many

of which are already being tried—for continuing higher education's response to this challenge. Basically, they fall into three areas; K through 12 education, adult outreach, and citizen education.

K through 12

Professor Tienda stresses that schools have fallen short in preparing immigrant minorities to succeed, and she urges us not to focus exclusively on the higher education subset. Continuing higher education has always been mindful of schools' needs. Continuing higher education provides much of the inservice teacher training. It also delivers many of the recertification programs to the K through 12 teaching cadre. With imagination, it is possible to develop programs that help our teachers become more attentive, more sensitive to the needs of young immigrant students. Continuing education courses can enable teachers to acquire language skills. Minus the language barrier, effective communication between schools and parents could take place. Also, continuing education might develop programs aimed at increasing the supply of minority K-12 teachers.

With the minority K-12 student population growing rapidly and the proportion of minority teachers shrinking, there is a critical need to attract more minorities to the teaching profession (see box, right). What are needed are part-time degree programs and teacher certification programs that will appeal both to minority students and to adults seeking to change careers, such as military retirees or teacher aides. In the long run, the presence of a Hispanic teacher—a role model—in a school with many young people from immigrant families could have a truly profound impact on lowering the Hispanic dropout rate. The presence of minority teachers in our classrooms also would go a long way toward removing barriers between parents and schools.

Yet another useful strategy is the early intervention program. Many continuing education divisions have mentor programs with high schools. The mentors may be from the community or the campus and are assigned to students in the tenth and eleventh grade. Not only do mentors help obtain tutoring assistance when necessary, but they can help the student plan a high school curriculum. Absent such guidance, students may fail to take the courses needed by any young person aspiring to qualify for college admission. A mentor can take the student on campus, expose that young person to the opportunities and career options that become accessible by virtue of receiving a high school diploma. Again, the point made by Professor Tienda is one that bears remembering. By 1990, three out of four jobs will require some postsecondary education, according to the estimates of the U.S. Labor Department. As continuing educators who are skilled at building linkages with the community, we are in a position to develop this type of early intervention strategy.

Excerpt: *A Nation Prepared—The Report of the Task Force on Teaching as a Profession*

Recruiting the most able college graduates to teaching will require the schools to offer pay and conditions of work that are competitive with those to be found in other places where professional work is done. That means fundamental change in both the schools and the profession of teaching. There is a special problem with respect to minority teachers. The education available to minority and poor children is often lacking in quality compared to that offered to others. They drop out of the educational "pipeline" much faster than other children. The result is that obtaining adequate numbers of minority teachers requires more than making teaching an attractive career. There are simply not enough minority students graduating from college with strong academic records to meet the growing need for minority teachers. Only a massive effort to improve the education of minority and poor students from elementary school through graduate school will effectively address the problem. We cannot tolerate a future in which both white and minority children are confronted with almost exclusively white authority figures in the schools.

This report was prepared by the Carnegie Forum on Education and the Economy's Task Force on Teaching as a Profession. The Carnegie Forum is a program of Carnegie Corporation of New York. Reprinted with permission from the Carnegie Forum on Education and the Economy.

Adult Outreach

Adult outreach programs can take many forms. Employer-based English fluency programs are growing rapidly. A number of continuing education units now have contracts with companies that employ immigrants and have found that the communication barriers among employees due to language deficiencies are impeding productivity. This constitutes a compelling economic argument for correcting that situation. Businesses frequently organize English language fluency programs with the help of a local higher education institution. Such programs can yield many benefits. First, they may help adults confront their own career prospects from a very different perspective, and to recognize that their opportunities for career advancement are much broader with the acquisition of improved language skills. A second, unanticipated consequence for which I have anecdotal, but not empirical evidence, is that adults who overcome their own language deficiencies through an education program will be more supportive of their children's efforts in school.

Another adult outreach area of traditional interest to continuing educators is that of part-time degree programs. In 1987, 43 percent of all higher education enrollments were part-time, and 48 percent of Hispanic enrollments in higher education were part-time. This clearly suggests that full-time study is out of the question for many students. Part-time study really is the only alternative. Here again, it is important for institutions to be sensitive to the needs of these part-time students, to be creative about developing programs that will ensure their success even if they come with less than perfect preparation or have some language deficiencies. Above all, there is the need for institutions to develop supportive and encouraging campus environments.

Citizen Education

Finally, let me turn to citizen education. Others have discussed the need to increase our efforts in this area as a result of increasing global interdependence. I would like to examine several other aspects of citizen education and indicate why citizen education will need to change in the future.

First, the potential public for citizen education is vastly enlarged. Last year, there were some thirty million adults in this country with at least four years of college, contrasting to roughly half that number in 1975. All research shows that the more education people acquire, the more likely they are to pursue education. But this potential public, many of which are baby boomers, has a vastly different lifestyle than its parents' generation. These adults are likely to be either in two career families or single heads of households, often commuting to large urban centers. This suggests a whole set of different formats, including a need to exploit the newly available technologies which are used so readily by this generation of college educated adults. It also says something about content, insofar as this group, in particular, tends to be sophisticated and well traveled. The quality of the offering is very important.

Finally, there is the question of curriculum. Professor Tienda alludes to this and others have also raised this question. Too often, our institutions give short shrift to the Hispanic interests and to the interests of other significant population groups when it comes to developing their curricula. We tend to validate cultures by studying them, and the failure to do so carries a clear message as well. Our educational institutions must incorporate into our curricula aspects of the cultures of large immigrant populations, whether from Latin America or elsewhere. This holds both for the traditional and part-time students.

The subjects of global interdependence and America's need to promote enhanced educational achievement among its immigrant populations are topics receiving widespread discussion not only in higher education circles but also in government and business circles. One thing is clear: if institutions of higher education claim to be committed to improving educational achievement among minority and immigrant populations, then they must confront some realities. One, family circumstances often may inhibit full-time participation in higher education by minorities, new immigrants, and adults. Two, enhancing minority participation is a critical societal need. Today's kindergartners are the potential high school graduates of the year 2000.

In today's environment, it is incumbent upon our institutions to have a two-pronged approach: one which provides for the needs of the full-time student and one which exploits the possibilities of continuing higher education. Further, colleges and universities should do this by adopting policies and by providing resources and services needed to ensure that both the traditional student constituencies and the continuing higher education constituencies have consistent access to high quality educational opportunities.

Continuing Higher Education's Response

Mary Lindenstein Walshok

David Burnett

Carol Edler Baumann

Nancy Yanofsky

Milton Orris

Mary L. Pankowski

BEST COPY AVAILABLE

The Exchange of Knowledge

Fostering Knowledge Exchange in an Interdependent World

Mary Lindenstein Walshok
Associate Vice Chancellor for Extended Studies and Public Service
University of California, San Diego

The whole notion of knowledge or technology *transfer* is one that needs to be thrown out. The transfer metaphor has two problematic characteristics in an interdependent global community. First, the notion of transfer suggests that knowledge, and its development and utilization, is a linear process. This is not the case. Both the discovery and use of knowledge are becoming increasingly interlinked. Second, the notion of transfer in some ways suggests that certain kinds of knowledge are superior, and that we give it to others.

I prefer the metaphor of *exchange*. As we move into the twenty-first century, there is much for nations to exchange, both in terms of the directions that science and technology are taking and in the international context. For example, according to the *New York Times*, a recent study found that different surgical techniques and medications are used even in three similar countries: West Germany, Great Britain, and the United States. There is a tendency to view science as an international activity with no significant cultural variations when, in fact, there are important variations in how it is conducted, utilized, funded, and licensed.

How does the concept of knowledge and technology exchange link to what we do as professionals in continuing higher education? Traditionally, universities have assisted technological change in society through their undergraduate and graduate students sent to business and industry. At present, however, knowledge transformation is taking place at such a rapid pace that the traditional education of new waves of students may not move fast enough to introduce new ideas and practices into the society. Yet, the modern university is structured on that model. Industry has taken the lead in demanding a different approach. The university is not being called upon to abandon its mission in terms of undergraduate and graduate education and basic research, but to broaden that mission to become a more active resource in serving the knowledge needs of our rapidly changing economy.

International Elements in Contemporary Life

One aspect of change is the internationalizing context of contemporary life, which occurs on three dimensions. These dimensions frame how we talk about knowledge exchange, and particularly the role of continuing higher education in the exchange process. First is the development of global markets for products and in global production processes. For example, accountants from Price Waterhouse in San Diego are negotiating with Japanese clients to open plants in Mexico which will then sell their products in the United States. These accountants are coming out of business schools with a knowledge of accounting but not how to interact in a complex international relationship. Increasingly, our citizens are being called upon to possess new skills because of the shifts in global production and markets.

A second internationalizing context is the extent to which investments and investors have become international. A small biotechnology company in San Diego recently secured $25 million in financing in the United States, $25 million in Sweden, and $25 million in Japan. The company president has a board and a group of stakeholders that are totally international. This changes the nature of the management problems, and eventually of the marketing opportunities and production issues, that he will face.

A third dimension of the internationalizing context of contemporary life is more domestic, but is no less significant for education: the extraordinary internal demographic shifts that are taking place in the United States as a result of migration patterns and demographic trends.

These changes give rise to important shifts in the kinds of knowledge, skills, and competencies people need to perform at the professional level and also in the constituencies and client groups they serve. That is where continuing education has a tremendous role to play.

Opportunities for Continuing Education

There is a tendency to see international opportunities primarily in economic and business terms. It is important to look at the larger context. One major area is the opportunity and the need for advanced career training at all levels. Continuing higher education should be ready to provide this. Most of us have been quick to recognize the management, financial, and legal education needs of the business sector and how to interact with the constituencies representing these communities. Another type of advanced career training is needed for the engineering, scientific, and technical fields, and also for medicine and health care. The field of education as a whole needs attention. The average age of teachers is approaching 50 in this country. They were educated at a time when universities focused almost exclusively on European literature and European "world history." Continuing higher education can provide lifelong learning opportunities that introduce teachers to the literature, history, politics, and economics of the nations with whom we now exist in far more coequal relationships than we did only 20 years ago.

As a field, we have a tradition of doing an excellent job in continuing professional education, which is really what advanced career training is about. Increasingly, we are finding ourselves on the cutting edge of emerging careers. For example, the problem of toxic materials and hazardous waste management has become such an issue that the University of California now offers a certificate program in toxic substance management through its extension service. Engineers, scientists, nurses, and occupational health and safety workers are coming back to retool in what is in effect a new career. There will undoubtedly be functional equivalents in the international arena. The most obvious one is the English as a second language instructor, for whom many schools of education or extension divisions are developing a wide curriculum.

"There is a tendency to see international opportunities primarily in economic and business terms. It is important to look at the larger context."

We are also seeing the emergence of genuinely international professionals. The University of California is developing a curricula that will prepare accountants, marketing specialists, and other professionals to function in an international context. This is a trend that will become increasingly evident in our business schools and schools of international relations, and these graduates will become candidates for continuing professional education down the road.

Promoting Exchange

How do we foster exchange and what does knowledge and technology exchange really mean? First, distinctions between basic and applied research need to be made, although they are no longer quite accurate. There is plenty of international exchange and colleagueship at the level of basic research, at least at the major American universities. We need to distinguish, in the context of our own universities, the sectors and arenas where more exchange is needed. It does seem that relationships are built more readily in the commercial sectors. We in the universities do not adequately understand this area and often do not provide business leaders with the models they are looking for. This suggests the need for more research and a clearer definition of what issues we want to confront in addressing the need for international knowledge and technology exchange.

Knowledge and technology exchange does not refer solely to scientist to scientist interaction, but involves other important issues. A focus on culture and values, on understanding regulatory frameworks and the environment for business, are all rich possibilities for exchange programs.

For example, the University of California has an exchange program with Japanese nurses. This is not high level technology exchange, but there are a variety of emergency room practices

and other activities and technologies which characterize the American practice of medicine and nursing that have been of great interest to the Japanese. The program is not limited to the classroom, but involves the nurses visiting various hospitals and medical sites throughout southern California. We have also begun an exchange program with a group of Japanese engineers. It has a large language component, designed to introduce the engineers to technical and business English as well as computer applications characteristic of the U.S. working environment. These are cases of knowledge exchange, in that professionals from one country are being exposed to the culture and practices that characterize their counterparts in another country. We are currently setting up parallel programs to send nurses and engineers to Japan. A third project—although perhaps more remote—promotes exchanges among high school and elementary school teachers. We have begun such a program with Argentina, with teachers from both countries involved.

None of these programs is especially innovative or unusual in and of themselves, but in the past programs such as these had to be stimulated by government grants or other specific incentives. They are now becoming a core part of the life of the university. Any continuing education enterprise needs to have major initiatives of this sort to help in the exchange process among professionals at every level.

In addition to offering exchange projects such as these, as educators we must persist in doing what we already do quite well: looking at the professional continuing education needs of the constituencies we currently serve and trying to assess the emerging careers for which we can provide some form of continuing education.

Finally, there are social and citizen education needs that arise as a function of the global environment. The challenge that faces us today is to reconsider our curriculum and how we serve our constituencies so that our framework is international rather than regional or domestic. Then we can pull in faculty with the necessary breadth and reach out to colleagues abroad to build the relationships that will foster exchange and help us to achieve our goals.

The Continuing Educator as Broker

David Burnett
Former Director, College of General Studies
University of Pennsylvania

The role of the continuing educator in preparing the university to be an effective actor in an interdependent world is very much that of a broker. Continuing education in and of itself is not an academic discipline, competing with the vertical academic structures of history, English, business, law, and so on. It is a cross-cutting horizontal enterprise. Every discipline has elements that are conducive to continuing education. In the best of all worlds, the continuing educator can nurture these points of contact, connecting with each and every discipline on the vertical structure.

The same metaphor applies to international education. One cannot look to the academy to create international education as a free standing vertical structure. It is a dimension of all academic disciplines, and again it is a matter of nurturing points of intersection where international imperatives meet. That is an element to stress in selling our role in international education to our academic colleagues. In talking to people off-campus about the need for international education, it is worth noting that, as continuing educators, we are accustomed to bottom line attitudes and to being held accountable for what we deliver.

What have we at the University of Pennsylvania done specifically to unite our broker function with the notion of international education in the Delaware Valley? First, we assessed the regional off-campus constituencies committed to an international perspective. Not surprisingly, we discovered a significant number of organizations committed in one way or another to bringing foreign investment and tourism into the community or to increasing or enhancing exports from the Commonwealth area. At the same time, we looked at the resources available at the many colleges and universities in our area, and it became clear that connecting these two groups would generate a great deal of synergy.

The University of Pennsylvania, in consortium with some 50 colleges and universities, has developed a working model of a cooperative undergraduate program in international education. The United States Department of Educa-

tion provides a modest amount of funding to underwrite projects on participating campuses. In the last two years, all these projects have been designed in one way or another to enhance collaboration between the college or university and the off-campus constituencies interested in international education.

The range of projects and activities is extensive. One quality they all share is that they have been developed specifically for this region. In other words, the model works because the projects are designed for the Philadelphia region, in the Delaware Valley, at the present time, with particular situational and educational needs in mind. For instance, one project involves the development of foreign language skills by casino employees—several are located in the Atlantic City area. That project is being carried out by the community college which serves the region. On a considerably more purist level, another project supports our colleagues at the Philadelphia College of Textiles and Science, a well known and specialized institution, in compiling a data base to standardize the vocabulary used in the development of new fibers worldwide.

Student internships have evolved. It is important to understand that it is not necessary to send students overseas to create international opportunities. There are corporations right in your own backyard that will provide that kind of opportunity. This has worked very effectively for us, and we have also placed faculty members in internationally oriented agencies, such as our Port Authority, for periods of time.

"It is important to understand that it is not necessary to send students overseas to create international opportunities . . . there are corporations right in your own backyard that will provide that kind of opportunity."

When international visitors come to Philadelphia, the University of Pennsylvania provides business or civic groups with enough immediate research so that the organizers of the visit can put together a culturally sensitive response. This has proved to be an extraordinarily useful service for many institutions.

Promoting Educational Assets

One great success has been our ability to point out the degree to which higher education is a powerful resource for international industry. It is remarkable how much planning is carried out by local leadership groups that do not consider education to be a resource. The argument convincing them otherwise has rested on two key facts. First, education is a business to develop around. In our area, it involves some 300,000 students, 20-odd thousand faculty members, and budgets in excess of $1.5 billion. Second, educational institutions significantly contribute to the quality of life, and quality of life is a real draw in the attempt to encourage foreign investors to move to an area.

We have also made the case that continuing higher education is a uniquely American phenomenon. Although we may think American educational institutions move slowly at best, investors who are familiar with other educational systems are quick to appreciate the degree to which our American educational system is set up to be flexible and responsive to new constituencies through on-site programs, year round scheduling, and the like.

The results of our efforts have been positive. Private sources are now funding the publication of a brochure entitled "Philadelphia: Excellence in Education," in a five language format—English, German, French, Spanish, and Japanese. It features the educational resources of the Delaware Valley as important assets for those considering investing in our region. The basic message is that the latest technical and management expertise is available to corporations, in classrooms and seminars, both at the work site and on campus. This brochure is a concrete product that has developed out of our efforts to be effective partners with the non-profit and corporate sector in the Delaware Valley.

We have seen the areas in which we are collectively weak as well as those areas in which we are collectively strong. As we continue down this path, it is my hope that out of it will come an ongoing working relationship with these various competing groups. We have already taken great strides in that direction.

Citizen Education

Citizen Education for an Interdependent World

Carol Edler Baumann
Director, Institute of World Affairs
University of Wisconsin-Milwaukee

Discussions about continuing higher education programming for citizen education in an interdependent world must follow identification of the primary audience and analysis of how best to reach that group. There are numerous ways of classifying the citizenry—separation based on elites and non-elites is a classic approach. One can also differentiate the audience on the basis of knowledge of world events or participation in world affairs or civic activities concerned with international issues. This approach identifies four groups: (1) the informed activists, those who know something and also do something; (2) the non-informed activists; (3) the informed non-activists; and (4) the non-informed, non-activists.

Is it the task of a university world affairs education organization simply to inform the non-informed, whether they be activist or non-activist, or is it to activate the non-activist? Programming will vary depending on the answer to that question. A second serious question deals with the type of programming. Should the focus be on programs of intrinsic importance, the issues that you as a programmer know these people ought to know—even if they are not interested and do not want to come? Or, should the focus be on areas of public interest, regardless of their real importance?

For example, the recent free trade agreement between the United States and Canada is an extremely important issue, but it is hard to excite people about programs dealing with Canada. At the other end of the spectrum, one could conclude that among the long-range national interests of the United States, the events in Nicaragua are probably of secondary importance. Yet, a program on Nicaragua and the Contras will fill the hall. Thus the dilemma: the important versus the popular.

There are no clear cut answers to these questions. Obviously, the precise mix will vary from one institution to the next. Since we have found that some learning creates the desire for more, perhaps we will find in the end that all our efforts contribute to the desired result of an informed public, eager for more knowledge.

The Public and Public Policy

Nancy Yanofsky
Former Director
College and Community Programs
Foreign Policy Association

A consequence of greater global interdependence is—or should be—increased understanding of international issues and heightened public involvement in the foreign policy decision making process. As the line between foreign and domestic policy continues to blur, and as the issues we face (both at home and abroad) grow more complex and intertwined, the American public can no longer afford to leave foreign policy matters solely in the hands of a few politicians and officially recognized policy experts.

Suggesting the importance of public involvement and empowerment in the foreign policy decision-making process invariably raises some basic questions: Why should the public care? Who should become involved? How can people get involved?

Why should the public care? Harlan Cleveland said it best when he noted that "...a decision made by a Tokyo executive can now affect

a lathe operator in Des Moines, whose mortgage schedule can affect a New York banker, and before long, a retail merchant in Amsterdam."[1] The United States needs—in fact, demands—a populace that is knowledgeable about the issues, confident in its ability to engage in dialogue, and willing and able to become engaged in the foreign policy decision-making process. Furthermore, people need this knowledge on a personal level in order to better understand how they, their families, and their communities are inextricably connected to the international issues we face as a nation.

Even those people who live in the traditional small towns that once seemed so protected from the thrust of outside forces now find themselves exposed to the effects of an interdependent world. They find that they are not immune from issues such as the global environment, international drug trafficking, trade and monetary policies, and national and international security.

Unfortunately, the statistics on public knowledge and involvement are not encouraging. According to Russell Neuman, a professor at M.I.T., the American populace divides neatly into three discrete categories in terms of political sophistication in international issues. Five percent are knowledgeable and involved; they are continually engaged in the issues. Twenty percent are totally disengaged and disenfranchised from the issues, the process, and the system; not only do they believe the issues are too complex to understand, but they feel helpless in terms of being able to effect change. The remaining 75 percent of the American public come in and out of the international arena at will, depending on their interest in the issues.[2]

I am both heartened and dismayed when I consider the effect that the knowledgeable 5 percent of the population has had on American foreign policy. Heartened, because many decisions have been made (or changed) and many policies adopted in direct response to the raised voices and actions of this 5 percent; and dismayed, because so few take the time to understand the issues and to become involved in the foreign policy decision-making process.

Historical precedents show what an informed and empowered populace can do, both in the United States and elsewhere in the world. These are cases where "ordinary" citizens have been catalysts for change—driving forces that have initiated or been instrumental in orchestrating events. Sometimes they have succeeded in involving many from the middle 75 percent to join them as change agents. Look, for example, at the U.S. withdrawal from Vietnam; the overthrow of Ferdinand Marcos in the Philippines; the increased pressure for democratization in South Korea; the growing impatience with apartheid in South Africa; and the list goes on.

Although these situations are by no means identical, they each bear the strong imprint of ordinary people. It is fair to say that each situa-

The Foreign Policy Association's (FPA) Great Decisions Program

The Great Decisions study and discussion program is at the heart of the FPA's outreach efforts. The program is based primarily on the Great Decisions briefing book, a 110-page paperback containing articles on eight major foreign policy issues. Each article provides a concise overview of the current national debate on the topic, pertinent factual information, a range of policy options and strategies, discussion questions, and recommended readings. In addition, each briefing book contains an opinion ballot, which provides the participants with a first-hand opportunity to be involved in the decision-making process. Complementing the briefing book are an annotated bibliography, a television series of eight half-hour programs, and teacher-related materials. A wide range of organizations and individuals presently are affiliated with the Great Decisions program. Collectively, more than 250,000 people are reached nationwide.

1. Cleveland, Harlan. Keynote Address at the Foreign Policy Association conference on volunteer leadership for the Great Decisions program, October, 1987, Washington, D.C.
2. Neuman, Russell W., *The Paradox of Mass Politics*. Harvard University Press, Cambridge, Massachusetts, 1980.

tion would have been more contained and many of the issues would not even have surfaced without popular knowledge and popular demand for change.

Thus, one important reason why the public should care is because an informed and empowered populace can make a difference. People can—and should—become engaged in the decision-making process on issues that demand their involvement.

Who should become involved? The answer is simple: Everyone who has a stake in the democratic process. Unlike running for office, voting, or enlisting in the military, there are no age limits for caring about, understanding, or becoming involved in international issues and in the foreign policy decision-making process. The only criteria that seem applicable are having an open mind, a willingness to learn, and a desire to become involved.

Lastly, *how can people become involved?* Although there is no one "right" or "easy" response to this question, several answers do come to mind. Underlying all of them, however, is the need for knowledge—the need to work from a position of strength and to know more than one side of an issue.

Organizations like the non-partisan Foreign Policy Association (see box, left), The Committee for National Security, The National Issues Forum, The Public Agenda Foundation, The Stanley Foundation, and others, that are dedicated to promoting and building public awareness and understanding of critical contemporary foreign policy issues are able to provide excellent resources and programs that contribute to this knowledge base.

Coupled with knowledge, people can become involved by exercising the right to vote, participating in international issues at the state and local levels, and taking part in citizen diplomacy movements. Clearly, these activities only scratch the surface. In the end, what *is* important is the conviction that public empowerment *makes* a difference. Commitment to an informed and engaged public is central to the democratic process.

PHOTO: National 4-H Council

A "Great Decisions" lecture/discussion session on military arms agreements.

BEST COPY AVAILABLE

The Role of Associations

The Canadian/U.S. Free Trade Agreement: Implications for Continuing Education

Milton Orris
Immediate Past President
Canadian Association for
University Continuing Education
Dean, Continuing Education
Ryerson Polytechnical Institute

The U.S./Canadian free trade agreement will go into effect early in 1989 (see box, right), with full implementation scheduled for about a decade after that. It is the first international agreement to deal with the service industry in a comprehensive way, and consequently, will have an impact on the environment for continuing education. Although the final details have not been hammered out, it appears that the United States and Canada are about to enter into the closest possible relationship between any two countries short of total amalgamation. One element of free trade will be education. We expect a relatively open flow of educational opportunity, entrepreneurship, and programming back and forth across the border.

No other national group is closer to Americans in culture, attitude, language, and behavior than are Canadians, but there are also significant differences. A recent survey asked large population samples in both the United States and Canada what they valued most about their societies. The responses in the United States included independence, individualism, entrepreneurship, and productivity; Canadians said they value their social services system, the educational system, and the environment. So in spite of a shared heritage, there are some fundamental differences in terms of values and national structures.

Free trade was the basic issue of the 1988 Canadian election. In fact, the election was decided around that issue. It must be said that there was a high degree of concern—and a certain degree of anti-Americanism in the debate—based on a fear of what free trade might bring. Some Canadian concerns are major, particularly those dealing with the environment. Canadians fear that the United States will consume their water, wood, and minerals, reducing Canada to a supplier of raw materials. So there are attitudinal problems to overcome, and at the same time there is a real readiness for interaction.

There is already a basis for cooperation between the two countries and the continuing education units within their universities. One is geographic. Canada has a hard time maintaining its ties between East and West, particularly with French Canada in the middle. I grew up in British Columbia. The American border crossed through our valley, and all my early

United States-Canada Free Trade Agreement

On October 3, 1987, the U.S. concluded an agreement to establish a free trade area (FTA) with Canada. This historic agreement—reflecting efforts dating back more than 100 years—creates the world's largest free trade area, affecting trade of approximately $125 billion.

When fully implemented, the U.S-Canada FTA will:

- Remove all tariffs;
- Remove virtually all import and export restrictions;
- Reduce or eliminate many nontariff barriers;
- Resolve many longstanding bilateral irritants;
- Establish an effective dispute settlement mechanism; and
- Liberalize trade in several areas, including agriculture, autos, energy, financial services, and government procurement.

The FTA breaks new ground by applying binding rules to guide future measures affecting trade in services. In addition, the U.S. and Canada have, for the first time, agreed on rules to govern bilateral investment activity.

The FTA became effective on January 1, 1989.

days of television and radio and all my early adventures were United States oriented. Many existing examples of American/Canadian cooperation in continuing education follow that geographic patterning. Institutions based in Toronto, for example, find it much harder to make a programmatic association with Halifax or Vancouver than with Rochester, Buffalo, or Albany. In fact, there is already a good deal of individual exchange going on across the border.

These fundamental geographic ties are accompanied by economic, cultural, and social linkages that could be further developed. For example, both the United States and Canada have large immigrant groups. The Canadian Heritage Language Program in the school system is one way in which we have sought to incorporate these new groups into Canadian society. Such a program might work in areas of the United States as well.

From a social perspective, there are some fundamental differences between our two countries. Interaction on these issues would be helpful. On occasion, we have held continuing education fora to alert Canadian politicians to current issues they should be aware of, focusing primarily on issues of health, demography, and education. Why not run fora for politicians on both sides of the border? In general, our politicians do not understand the interest groups and lobbying that are so much a part of your political process, and your politicians need to know more about our political system as well.

Existing Programs

Existing programs form a basis for further cooperation. For six years, Ryerson Polytechnical Institute and the State University of New York at Rochester have brought part-time graduate students from the north-central part of New York State into Canada for a one-week, intensive credit course on Canada's health care system. Programs on Canada's health care system would be of interest in many other parts of the United States as well, and a program on the American health care system would certainly be well received in Canada.

Simon Fraser University and UCLA have just signed a large contract for several hundreds of thousands of dollars for satellite linkage to deliver engineering technology programs from Berkeley, UCLA, and Stanford to the Vancouver, British Columbia area. These leading American technological universities, in conjunction with the continuing education division at Simon Fraser, will make programs available by satellite to engineers seeking non-credit, post-graduate level programs.

One final example of an existing program: the Interior Design and Educational Council of the United States (IDEC) is the professional body which certifies interior designers in Canada. Until two years ago, Canadians designers had to go to the United States to qualify for IDEC continuing education units to retain their professional status. Ryerson recently struck an agreement with IDEC allowing Canadian professionals to take this program in Toronto.

Potential Programs

There are other potential areas of cooperative international accreditation programming. Several possibilities come to mind. The Northern Justice Administration Project, funded by a private corporation in Canada, goes into the northwest territories in the Yukon to run educational programs for judges, lawyers, and community leaders on the administration of justice in a very different environment. There is a possibility of linkage with Alaska on this project. Going one step further, why not apply this approach to the administration of justice to native peoples in both countries?

National study centers are a perfect case for joint venturing. There are very few American study centers in Canada, and those which do exist tend to focus on esoteric examinations of American history or economics. None of the centers in Canada actually try to wrestle with the issues that confront the United States, particularly those that confront Canada as well. Universities could obtain state and provincial funding or grants, and commit themselves to joint ventures rather than the maintenance of separate study centers. Surely this would increase the possibilities for effective programming.

Free trade will arrive, and we are going to face territorial and entrepreneurial challenges. Canadian universities will look for ways—continuing education in particular—to promote their programs in the United States. We know that the American universities will do the same. Partnerships could provide a sound economic basis

with which to facilitate the movement of educational programming across the border. Further, educational programming can be used to enhance the relationship between the United States and Canada. Both nations have much to learn from one another.

National Associations

Mary L. Pankowski
Associate Vice President for Academic Affairs and Director, Center for Professional Development, Florida State University, and President, NUCEA

The Canadian Association of University Continuing Education (CAUCE) and the National University Continuing Education Association (NUCEA) are committed to working together during the upcoming years to foster exchanges between the two countries. There are several ways in which this agenda of collaboration can move forward.

Both associations have regions and regional conferences which could maximize the natural geographic linkages between the two countries. Many American continuing educators would appreciate the opportunity to interact with their Canadian colleagues, and vice versa. Next year the CAUCE conference will be in Calgary, and this may present some opportunities for Americans to visit. Similarly, a contingent of Canadian university continuing educators will attend NUCEA's national conference in 1989. There must be many ways we can tie and enrich the regional meetings on both sides.

At our regional conferences and certainly our national meetings, we stress that programs are at the heart of our association, and we work to recognize programs of excellence. Let us share those models. Both would benefit from learning about the other's most successful programs. National meetings also feature excellent marketing ideas. There must be suggestions in the marketing/public relations area that we could share across the border.

NUCEA and the CAUCE could also facilitate visitations. U.S. administrators or program development specialists might be interested in visiting specific Canadian universities, and the Canadian association could be helpful in identifying exemplar institutions. NUCEA would be willing to serve in a corresponding role for the United States. Not all exchange programs need be direct face to face projects. With the burgeoning of intellectual and instructional technology, there is every reason to take advantage of new opportunities for collaboration through teleconferencing. I hope we will build on this potential, certainly through our associations, but also working with the National University Teleconferencing Network and other groups that have major programs.

There is a new recognition on the part of both associations that we can offer more to our members by working together. Increased exchange offers the joy of personal relationships and intellectual exchange, as well as opportunities to enrich our journals, our research, and our programs.

PHOTO: NUCEA

NUCEA National Conference attendees.

Model Programs

Illinois State University: East Meets West

Mitsubishi Motor's and Chrysler Corporation's decision to build a $500 million automobile assembly plant, Diamond-Star Motors, in Central Illinois was influenced by the presence of Illinois State University (ISU) in Bloomington/Normal.

Soon after Diamond-Star Motors announced its plan to locate in Central Illinois in 1985, ISU appointed a task force to serve as the primary link between itself and Diamond-Star Motors. The task force had three primary assignments: to coordinate training, educational, and cultural programs for plant workers; to develop an educational program on Japan for local citizens in Central Illinois; and to establish educational services for children of Japanese personnel relocating to the Bloomington/Normal area.

ISU's College of Continuing Education and Public Service (CCEPS) was charged with the task of developing educational and job-training programs for new Diamond-Star Motors employees from Central Illinois. The CCEPS designed a two-week orientation program for 60 Illinois residents hired by Mitsubishi to work in various capacities at plants in Tokyo. The orientation program covered the language and culture of Japan, with practical advice given on adapting to life in Tokyo. The CCEPS also established an on-going employee orientation program for workers at the Diamond Star Motors plant in Central Illinois. Diamond-Star Motors employees receive a week-long orientation to Japanese business management practices and the customs and culture of Japan. The CCEPS has also conducted job-training programs in the areas of basic and advanced welding, automotive diagnosis, and occupational safety.

It also fell to the CCEPS to organize a series of courses on Japanese culture and society. Initially, CCEPS developed four non-credit short

PHOTO: Illinois State University

Illinois State University's on-campus Saturday School for Japanese youngsters.

courses in Japanese language, customs and culture, history, and traditions. These courses proved popular. Then, in the summer of 1986, a Japan Foundation grant enabled ISU to organize a series of 10 public lectures on Japanese business and society.

After discussions with Diamond-Star Motors, ISU's College of Education established an on-campus Japanese Saturday School, staffed and administered by native Japanese workers, to provide school-aged dependents of Japanese Diamond-Star employees with a Japanese education. In addition, ISU joined with Illinois Wesleyan University to design a language transition program for Japanese youth in the Central Illinois public schools. As an extra measure to ensure a successful transition for Japanese students into American life, ISU established a tutorial service in the public schools for students in need of extra help with their new studies.

As a result of ISU's cooperation with Diamond Star, campus interest in Japan and in international affairs has increased markedly. Intensive Japanese language courses are now a standard course offering at ISU, and faculty and administrators alike are seeking ways to further internationalize the university's curriculum.

The PENN/PaCIE Institute for International Education

With over 350 foreign-owned firms in the Delaware Valley region of Pennsylvania, and a total of 5.5 billion dollars in exports from the entire state, Pennsylvania, and the Greater Philadelphia area in particular, has become a center for international business development.

Since 1983, the PENN/PaCIE Institute for International Education, a program of the Pennsylvania Council for International Education, has been helping institutions of higher education in Pennsylvania adjust to the changing economic and cultural environment. The Institute, funded by a grant from the U.S. Department of Education, has provided seed money and outside expertise to more than 47 institutions with innovative, interdisciplinary ideas on foreign language teaching or international education.

The Institute's assistance is based on a multidisciplinary team approach model. Colleges and universities which propose a project to the Institute must justify the idea in terms of institutional goals, mission, and location of the institution. The Institute then selects an experienced consultant to help the institution refine its program design and to design an implementation plan. Once plans are set, the Institute awards seed money which is matched by the program's home institution.

Projects funded through PENN/PaCIE have varied significantly in size and scope. All, however, depend on the commitment and leadership of campus faculty and administrators who are committed to the "internationalization" of their institution.

In 1985 PENN/PaCIE incorporated an economic development theme into their international education focus and sought to gain greater cooperation between educators and "internationalists" in the public and private sectors. The Institute joined with the City Department of Commerce, the Philadelphia Industrial Development Corporation, the Convention and Visitors Bureau and other civic organizations in their collective efforts to "internationalize" the greater Philadelphia area.

To that end, projects were supported which promoted working arrangements between civic organizations (such as those above) and institutions of higher education. For example, the Institute and several area agencies produced a brochure highlighting higher education as an international resource in the greater Philadelphia area. The publication has been distributed overseas to potential investors interested in Philadelphia.

Future plans at PENN/PaCIE include the development of planning services for colleges and universities committed to institutionalizing international education as well as support for international education resource centers throughout the state.

From D-Day to the Rhine Travel Study at the University of Texas-Austin

Since 1986, the University of Texas at Austin's (UT-A) Division of Continuing Education has sponsored a unique summer travel study program in Europe. "From D-Day to the Rhine" is an intensive, two-week look at the battles of World War II as seen through the eyes and experi-

ences of World War II military heros, authors, and historians. The program is literally a "moving" history experience; en route lectures on tour buses are an integral part of the program.

Two military historians accompany the study group during the two-week excursion, relating their perspectives and personal experiences of the War.

The program focuses on the principal battles fought during the mid-1940s when the Allies advanced into the German heartland, and places special emphasis on Normandy and the Battle of the Bulge. The two-week program begins in London. It includes guided visits to museums, memorials, and exhibits related to the war, including Churchill's Cabinet War Rooms, the Battle of Britain Museum, and Saint Paul's Cathedral, and includes presentations by British and American scholars on the War. The tour bus is often greeted at scheduled stops along the route by city officials and residents who welcome participants, answer questions, or give impromptu presentations. Guest tour lecturers meet the participants at the various battle sites and conduct on-site presentations. The study tour ends in Frankfurt with a trip to the Remagen Bridge (where Allied armies first crossed the Rhine) and a river cruise aboard a Rhine steamer. Selected books, articles, and maps are distributed to participants as required reading in advance of the tour.

PHOTO: The University of Texas at Austin

Participants in "From D-Day to the Rhine" program at the site of the Battle of the Bulge.

The program attracts a diverse group of participants. Of the 35 to 40 participants accepted each year, approximately two-thirds are men and one-third are women. About one-sixth are World War II veterans. A majority of the program's participants are alumni of the University of Texas; however, the program has also attracted participants from across the country.

Interest in the program remains high, with enough interested individuals applying each year to warrant continuation of the tours.

A television documentary will be filmed during the 1989 tour, with journalist Bill Moyers serving as producer of the program.

International Business Simulation at the University of Maryland

Increased trade with Japan and Korea and America's unfavorable trade balance with both countries have spurred the U.S. business community's interest in the two nations. American business wants to know how to capture a larger share of these developing world markets.

The "International Business Negotiation Simulation (IBNS)," co-sponsored by the University of Maryland University College's Center for Professional Development and The Maryland Office of International Trade, has been providing American business with first-hand simulated negotiation experience with their counterparts in Japan and South Korea for the last several years.

The IBNS program consists of a three and a half day workshop led by senior negotiation and cross-cultural trainers from the University. It begins with cross-cultural training and a review of the simulated firms which participants will represent. The remaining two and a half days are spent implementing negotiation strategies through on-line computer conferences using POLNET II, a computer-managed "real-time" teleconferencing system developed by the University of Maryland, which allows for conversational negotiation between the teams. Participants undergo a debriefing and a team perfomance evaluation by their trainers at the conclusion of the program.

The heart of the simulation component lies in the development of scenarios that focus on

BEST COPY AVAILABLE

PHOTO: Center for Professional Development, The University of Maryland

International Business Negotiation Simulation program participants.

actual negotiation situations. The scenarios are designed around a cooperative effort in which model U.S. and foreign companies will attempt to develop an overseas venture. The U.S. firm acts as a knowledge source in the scenario, offering its expertise and a product with high marketability potential to the foreign country.

IBNS program participants have included corporate executives new to international business negotiations, veteran executives wishing to sharpen their skills, executives/owners of small to medium sized companies entering the global marketplace, and public officials who need new skills to attract international businesses to their jurisdictions. In addition, IBNS programs can be designed and structured for a particular corporation's needs.

The Center for Professional Development currently conducts IBNS programs in the United States, Japan, and South Korea. It is planned that future programs will also be conducted in the People's Republic of China and in other Asian nations.

Midwest Universities Consortium for International Activities

The Midwest Universities Consortium for International Activities, Inc. (MUCIA) is the oldest of several consortia involved in international development and education. MUCIA began in 1964 with four universities—Illinois, Indiana, Michigan State, and Wisconsin, and later was joined by Ohio State, Iowa, and Purdue. MUCIA is the only incorporated offspring of a group of American universities that received international training and research grants from the Ford Foundation in the 1960s.

Since the 1960's, MUCIA has acted as a contractor for large scale technical assistance contracts and other educational programs. These contracts are chosen from three areas: long-term institutional building projects, research, and faculty educational exchanges.

The major goals of MUCIA are to internationalize the curriculum, research, and teaching in its member universities; to improve the lot of poor countries/people through a qualified

BEST COPY AVAILABLE

technical assistance mechanism; to show the efficiencies that an inter-university consortium can offer in cost, breadth, and quality of technical assistance programs; and to influence the priorities and agendas of donor assistance agencies.

MUCIA is a not-for-profit educational corporation. Its leadership is composed of member universities' presidents who are, in effect, the corporation stockholders, and a board which consists of deans/vice provosts of international programs, agriculture, engineering, academic affairs and other areas. In addition, each member institution designates one individual as a campus liaison officer to serve as the principal contact between the executive office and faculty at member universities.

While MUCIA maintains a fully staffed executive office, it typically assigns day-to-day project management to a member school as the "lead" institution. This permits the Consortium to take advantage of the existing managerial, fiscal, and accounting systems available at the member universities and allows the executive staff to focus on programmatic and financial oversight.

The University of New Orleans European Centre for Adults

The University of New Orleans' (UNO) European Centre for Adults is a recent endeavor of the Division of International Education at UNO's Metropolitan College, the continuing education arm of the University. Modeled after the University of California-Berkeley's Oxford summer-study program, the European Centre for Adults will be fully operational in the summer of 1989 and will offer credit and non-credit courses in Innsbruck, Austria to adult learners.

The Centre programs will be taught in English by faculty from the University of Innsbruck and the University of New Orleans, and the courses will be structured to include morning study sessions and regular afternoon field trips with guest lectures by local artists, politicians, and business leaders. The programs will also include excursions to social activities such as concerts and plays with local Innsbruck residents. Another component of the programs is selected readings in literature, art, and history which participants receive prior to arrival in Innsbruck. Adults participating in the programs will be housed in the University of Innsbruck's International Student House adjacent to the Leopold-Franzens Universitat where classes take place.

To date, advance registration for the Centre's first summer of programming has been good. A recent mailing about the program has produced a sizable number of registrations from every corner of the country as well as Canada.

In addition to the Adult Centre, UNO's Metropolitan College sponsors several other programs at the University of Innsbruck. These include: an International Summer School; an Academic Year Abroad program; "The European Experience" (a college credit program for high school students); and a conference planning service (offered in conjunction with Innsbruck's Tourist/Convention Center) which offers professional conference support services for American groups.

Indiana University Malaysia Cooperative Program

In the early 1980s, Malaysia faced national budget cuts so severe that they threatened the nation's ability to continue offering U.S. higher education scholarships to its promising students. Malaysia's subsequent appeal to the Midwest Universities Consortium for International Activities (MUCIA) (see model program on MUCIA, left) began what has since become a successful international cooperative higher education program that serves some 1,000 Malaysian students annually.

In 1985, MUCIA and its lead institution for the project, Indiana University (IU), signed a contract with the Malaysian government to establish an IU associate degree program in the Malaysian capital of Kuala Lumpur. The goal was to provide Malaysian students who sought a U.S. higher education and qualified for government scholarship aid, the opportunity to complete the first two years of their college education "at home."

IU's School of Continuing Studies cooperated with several academic departments at Indiana to develop 50 courses for the Malaysia

Cooperative Program. Courses are concentrated in mathematics, physics, chemistry, computer science, and business. To meet Associate of General Studies degree requirements, humanities and social sciences courses are also offered.

Upon completion of the two-year program, students transfer to universities in the United States to complete degrees in engineering, business, computer science, or the pure sciences. At present, 832 Malaysian transfer students from the MUCIA/IU project are pursuing baccalaureate programs at U.S. institutions.

The Malaysia Cooperative Program began with 20 faculty members and 500 students in 1985. Today the program is housed in the Institut Technologi MARA (ITM), a large local university. The first class of 270 Malaysian students received their associate degrees from Indiana University in July 1987. Another 200 graduated in December 1987, and approximately 500 graduated in 1988.

PHOTO: The Malaysia Cooperative Program

Graduating Malaysian students at commencement ceremonies in Shah Alam, Malaysia

The IU program costs the Malaysian Government approximately $10 million per year—considerably less than the cost of underwriting the study of the same number of students at U.S. colleges and universities.

Ninety percent of the current faculty come from U.S. institutions (47 from MUCIA member institutions). Efforts are underway to prepare the program's Malaysian faculty to assume a larger teaching role in the program, with the ultimate goal being a 50-50 balance between U.S. and Malaysian faculty.

Eastern Michigan University Discover the Soviet Union

The "Discover the Soviet Union" travel study program at Eastern Michigan University (EMU) has it roots in a successful Eastern European summer cultural history travel program sponsored by the University for the past 15 years. Several years before 'peristroika' and 'glasnost,' the International Studies Office of the University's Continuing Education Department decided to extract from an existing Eastern European study program a new, more intensive, travel study program which concentrated solely on the Soviet Union and its satellites.

For the past five summers, the EMU "Discover" program has offered students and professionals from across the U.S. the opportunity to experience life in the Soviet Union. The program offers three weeks of travel and intensive study sessions focusing on Soviet history since 1917,

with a special emphasis on contemporary Soviet life. The program's goal is to help participants get beyond conventional political stereotypes and gain a greater understanding of the Soviet Union and its relationship with the United States.

The program consists of informal lectures on the history and culture of the areas visited as well as discussion meetings with Soviet instructors. EMU faculty members serve as guides and accompany the participants throughout the program. The 1988 program, "Discover Russia and Poland," covered the cities of Leningrad, Novgorod, Moscow, Warsaw, and Cracow, as well as the Caucasian cities of Tbilisi and Baku. Side trips included a visit to the former Tsar's Palace at Peterhof and Auschwitz, a Nazi concentration camp in Poland. Special trips to the religious centers of Zagorsk (Russia) and Czestochowa (Poland) helped participants to mark the millenium of Christianity in Russia.

Members of EMU's faculty are responsible for preparing the academic content of the program, while the International Studies Office coordinates the logistics, enrollment, degree credit arrangements, and contracting with agents.

The "Discover" program reaches out to a wide variety of people through marketing efforts which include mailings to History and Slavic Language departments at colleges and universities across the country. In addition, the program received national attention in a 1988 educational travel supplement to *The New York Times*.

PHOTO: Office of International Studies, Eastern Michigan University

EMU students in Yerevan, the capital of Soviet Armenia.

Great Decisions
The University of Wisconsin—Milwaukee

The Institute of World Affairs of the University of Wisconsin—Milwaukee's (UWM) Division of Outreach and Continuing Education promotes public understanding of world issues through its Great Decisions Lecture Series program.

UWM's eight-part lecture series is based on a national program developed by the Foreign Policy Association (see page 30). Each segment explores a key foreign policy issue through a lecture, discussion, and reading. The program takes place during the months of February and March at three Wisconsin locations.

The key to the success of the program is community organization involvement. The program is offered in cooperation with Milwaukee Public Radio, Wisconsin Public Radio, and Milwaukee Public Television. *The Milwaukee Journal* (the program's co-sponsor) publishes articles that correspond to each lecture topic, and area libraries also "do their part" by suggesting to program participants supplementary reading materials that can enhance their understanding of the lecture topics.

In 1988 UWM's Great Decisions lecture discussion series included discussion of such timely topics as "The Soviet Union: Gorbachev's Reforms"; "South Korea: The Future of Democracy"; and "The Global Environment: Reassessing the Threat."

Prior to each Great Decisions lecture, guest lecturers are interviewed on WUWM-FM, the college radio station. The interviews are also broadcast on Wisconsin Public Radio stations which service cities throughout the state.

Program participants come from all walks of life. One unique group of participants, however, is the Milwaukee-area teachers. In addition to keeping abreast of current events through the program, the teachers can receive inservice credit through the Milwaukee Public School System for their participation in the program.

NUCEA Continuing Higher Education Leadership (CHEL) Project Commission

Commission Members:

Arthur Chickering
Professor, Educational Leadership and Human Development
George Mason University

Dolores Cross
Associate Provost and Assistant Vice President for
Academic Affairs, The University of Minnesota

Leonard Freedman
Former Dean, University Extension
University of California – Los Angeles

The Honorable Steve Gunderson (R-WI)
United States House of Representatives

Michael Hansen
Director, Federal Executive Institute

The Honorable James M. Jeffords (S-VT)
United States Senate

George Johnson
President, George Mason University

Sister Dorothy Ann Kelly
President, College of New Rochelle

Alan Knox
Professor of Continuing Education
University of Wisconsin – Madison
CHEL Commission Chair

T. Benjamin Massey
President, University College
The University of Maryland

Paul A. Miller
President Emeritus, Rochester Institute of Technology

Allan Ostar
President, American Association of State Colleges and Universities

Edward Simpson
Director, Center for Continuing Education
The University of Georgia

Sue Spencer
Director, Center for Continuing Education and Summer Programs
University of Montana

Harvey Stedman
Dean, School of Continuing Education
New York University
Steering Committee Chair, CHEL Project

Morton W. Weir
Chancellor, University of Illinois at Urbana-Champaign

Ex officio:

Alan Hackel
Dean, College of Continuing Education
University of Nebraska – Omaha
Chair, NUCEA Division of Futures Study and Educational Change

Kay J. Kohl
Executive Director, NUCEA

Michael Offerman
Director, Continuing Education
University of Wisconsin – Stevens Point
Chair, NUCEA Professional Development Committee

Mary L. Pankowski
Associate Vice President for Academic Affairs
and Director, Center for Professional Development
Florida State University
President, NUCEA

CHEL Project Staff:

Carol Gasparach
Project Associate, Continuing Higher Education Leadership Project

David M. Johnson
Director, Continuing Higher Education Leadership Project

Former Commissioners:

Toney Anaya
Former Governor of the State of New Mexico

John Carlin
Former Governor of the State of Kansas

Robert Craig
Former Vice President, American Society for Training and
Development

Patricia Cross
Conner Professor of Education
University of California – Berkeley

Fred Davidson
Former President, University of Georgia

Leonard Eaton
Chairman of the Board, Bank of Oklahoma

John Ervin
Vice President, The Danforth Foundation

Carol Gibson
Former Director, Career Training and Economic Development
National Urban League

Gordon Mueller
Dean, Metropolitan College, University of New Orleans

Philip Nowlen
Dean of Continuing Education
University of Virginia

Sister Joel Read
President, Alverno College

W. Ann Reynolds
Chancellor, California State University System

James Votruba
Dean, School of General Studies and Professional Education
State University of New York – Binghamton

Mary Lindenstein Walshok
Associate Vice Chancellor for Extended Studies and Public Service
University of California – San Diego